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ABSTRACT

A hearing before the U.S. Senate Committee on Labor and Human Resources examined the need for provision of comprehensive services to youth. Topics discussed included: (1) the provision of coordinated social services to students and families in schools; (2) school readiness; (3) dropout prevention; (4) improved school achievement; (5) drug- and violence-free schools; and (6) child health and nutrition. Statements were made by Chairman Kennedy and other senators, and by spokespersons for several social service programs. Programs included: (1) programs in New Jersey that bring social services into the schools; (2) programs in Arkansas that serve children and students; (3) the Dunbar Project, which provides an array of services to six schools in Baltimore, Maryland; (4) Joining Forces, a national effort to join students with appropriate social services; (5) New Beginnings, which provides integrated services for children and families in San Diego, California; (6) programs to assist students in Boston, Massachusetts; (7) YouthNet, a youth development collaboration established by 12 agencies in Kansas City, Missouri; and (8) the Family Learning Center, a rural, comprehensive, secondary education program for teenage parents and their children and extended families in Leslie, Michigan. (BC)

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MEETING THE GOALS: COLLABORATING FOR YOUTH

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HEARING

BEFORE THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

ON

EXAMINING THE NEED TO PROVIDE COMPREHENSIVE SERVICES TO YOUTH TO HELP THE NATION MEET THE EDUCATION GOALS OF SCHOOL READINESS, DROPOUT PREVENTION, IMPROVED SCHOOL ACHIEVEMENT, AND DRUG AND VIOLENCE FREE SCHOOLS, AND TO EXAMINE WHAT THE FEDERAL GOVERNMENT CAN DO TO SUPPORT AND EXPAND SOCIAL SERVICE PROGRAMS FOR YOUTH

MAY 8, 1991

Printed for the use of the Committee on Labor and Human Resources

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MEETING THE GOALS: COLLABORATING FOR YOUTH

WEDNESDAY, MAY 8, 1991

U.S. Senate,
Committee on Labor and Human Resources,
Washington, DC.

The committee met, pursuant to notice, at 10:00 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy [chairman of the committee] presiding.

Present: Senators Kennedy and Simon.

Opening Statement of Senator Kennedy

The Chairman. We'll come to order.

Schools today are being asked to fulfill a new role in communities across America. Kindergarten students entering school for the first time do not know the alphabet and numbers. Elementary school teachers come to school unfed and unrested, from homes and neighborhoods filled with violence and child abuse. High school students are facing drugs and sexual abuse, and then leave school with little preparation to enter the work force or go on to higher education.

Schools can no longer ignore these problems. Overworked, underpaid teachers cannot be expected to play the role of social worker and counselor in addition to educator. Yet without additional support services, students will not be able to learn.

Every eight seconds of the school day, a child drops out of school. Every 53 minutes, a child dies because of poverty—10,000 per year. Every day, 100,000 children are homeless.

Today's hearing examines the need for more comprehensive and coordinated services for at-risk youth in order to meet the National Education Goals set by President Bush and the Nation's Governors a year ago. An increasing number of young Americans live under social, economic and family circumstances that deny them the support they need today to become productive citizens in tomorrow's world. More children are coming to school each year with unmet needs for health care, nutrition and counseling against violence, child abuse and drug abuse.

Public health agencies, community-based organizations, social workers, drug counselors and many others provide these services. But they are often fragmented, hindered by bureaucratic and jurisdictional constraints and confusing criteria for eligibility. In effect, children and families must go from agency to agency to obtain the services they need. They must fill out endless paper work and satisfy different requirements for different services. It is no surprise that many of them never make it through the maze.

"Children and their families are bouncing like pinballs from problem to problem, from one agency to the next," said a recent report issued by the Education and Human Services Consortium, a coalition of 22 national organizations that is trying to encourage interagency partnerships at the local level.

We can maximize access to programs and minimize red tape through the principle of one-stop shopping, by enabling parents and children to take advantage of a full range of social services at a single location, from health care to child care, from employment counseling to assistance in tracking down absent fathers and making them pay the child support they owe.

One-stop shopping works at the shopping mall, and it can work in other places, too. In the private sector, it means putting a variety of products under the same roof or close by, so people don't have to drive all over town to find what they need. In public policy, it means putting a wider range of community services for families in the same accessible place.

Schools are for educating. But with a little effort they can also be places where students are screened for health problems and other needs are met. Neighborhood health centers can become places where families arrive for health care but leave with information about job training and a wide range of other services they are eligible for. One-stop shopping can cut costs, end the maze of fragmented and inaccessible services, and bring real help to real people.

The movement for early intervention and coordination of services for at-risk students has been gaining momentum among educators and service providers. Acting together offers a better opportunity to break the cycle of poverty that leads to school dropouts, academic failure, teenage parenthood, low skill levels, low income, and no jobs. Interagency cooperation is also cost-effective for schools and public agencies because it reduces duplication and improves the quality of services. And it helps ensure that students and families receive the services to which they are entitled.

It is also a strategy that treats children and their families as individuals rather than as a series of isolated problems and needs. The Committee for Economic Development, in a recent policy paper, "The Unfinished Agenda: A New Vision for Child Development and Education", urges the Nation to "develop a comprehensive and coordinated strategy of human investment, one that redefines education as a process that begins at birth and encompasses all aspects of children's early development, including their physical, social, emotional and cognitive growth." The President's education plan, "America 2000", pays lip service to this concept, but the plan itself fails to follow through. Yet the concept is critical if we hope to meet five out of six of the Nation's education goals: school readiness, high school completion, student competency, universal literacy, and safe, drug-free schools.

In the next several weeks, we will be developing legislation which supports comprehensive services in the schools, in community-based organizations, community health centers, public housing projects, and other places easily accessible by preschool children, school-age youth and their families. This will include elements of S.

619, the "Link-Up for Learning" bill, which Senator Bradley and I introduced in March. It will include elements of S. 911, my "School Readiness Act", and it will link schools together with school-to-work transition programs and with postsecondary education programs. It will provide alternative sites for comprehensive services under various legislative efforts which have already been made.

This morning's hearing will demonstrate that the real force behind the movement is coming from the grassroots. Our witnesses today will describe examples of this approach, including one-stop shopping at schools, community centers, and other central locations.

In effect, these programs are becoming an essential part of education. Without them, we have less hope of meeting the national education goals, and we will continue to lose generations of young minds.

I might say that we have an interesting program in one-stop shopping that focuses on substance abuse mothers at Boston City Hospital, funded by the Harris Foundation. It includes 20 expectant mothers who are substance abusers, and they are providing treatment for the mothers, treatment for the children, and then a range of services to move the parents and children out into the community, continue their education, training programs, and also employment. We had a hearing on that program earlier in the session, with witnesses who were in that program, and I must say it was an enormously impressive program.

So we are talking here about children, young people, as well as school-age children, but the concept and its application is broad-based and can reach out to those who are most seriously challenged in terms of life's complexities.

We are delighted to have our panelists this morning. I welcome my good friend and colleague, the Senator from New Jersey, Senator Bradley. In March, Senator Bradley and I introduced S.619, the "Link-Up for Learning" bill, which would provide $50 million in Federal demonstration grants to school districts to find ways to coordinate a wide range of education and social services.

Our second guest is Ms. Hillary Rodham Clinton, the first lady of the State of Arkansas. Ms. Clinton serves on the boards of directors for many national children's and education associations, including the Children's Defense Fund, of which she is chair, and the National Center for Education and the Economy.

I'd like to welcome also the Mayor of Baltimore, the honorable Kurt Schmoke, who initiated the Dunbar Project, a school-based community collaborative.

And Ms. Janet Levy is executive director of the Joining Forces initiative in Washington, DC, which is devoted to linking education and human services to help children and families at risk.

We are delighted to have all of our panelists here this morning, and I would ask Senator Bradley if he would be good enough to start off.

STATEMENTS OF HON. BILL BRADLEY, UNITED STATES SENATOR, STATE OF NEW JERSEY; HILLARY RODHAM CLINTON, FIRST LADY OF THE STATE OF ARKANSAS, LITTLE ROCK, AR; HON. KURT L. SCHMOKE, MAYOR OF BALTIMORE, BALTIMORE, MD; AND JANET LEVY, EXECUTIVE DIRECTOR, JOINING FORCES, WASHINGTON, DC

Senator **Bradley**. Thank you very much, Mr. Chairman. It is a pleasure to be here today to testify with this distinguished panel. I am sure they will have a lot to have to what I am going to say initially and that the committee will benefit greatly from their testimony.

Mr. Chairman, poverty, hunger, illness and family breakdown is the tragic condition of too many American children and has placed tremendous stresses on our educational system. When we look at the failures of American education, at declining test scores, at the difficulty businesses have in finding young workers with basic skills, we have to face up to the fact that many youngsters come to school unready to learn. An empty stomach, pregnancy, homelessness, chronic illness, sleepless nights spend listening to a domestic fight in the next room, or a gun fight in the street, can make it impossible to focus the mind on reading, spelling and multiplication tables.

America's teachers know this, and they work hard to help each student overcome the barriers to learning. In any circumstance, this is a daunting proposition, but with class sizes of 30 students or more, inadequate facilities and stressful classroom settings, this can be nearly an impossible task.

"Link-Up for Learning", the bill that you and I introduced in March, will help schools, families and teachers connect students with the social services that will help them come to school ready to learn.

"Link-Up for Learning" recognizes that in every region of the country, services for children are available from many private and local agencies, but too often neither parents nor teachers are aware of all the possibilities, so children's needs go unmet.

Bringing together families, teachers, school personnel and community social service providers will make it possible to see all of a child's needs so that all of the adults involved can work together to help that child reach his or her fullest potential.

As will be obvious today from the witnesses who will be before your committee, there is no single model for connecting schools, families and social service providers. The "Link-Up for Learning" bill, by establishing a $50 million grant program, will help communities explore what works to meet the learning needs of at-risk kids in their schools.

The common thread of all the projects will be that the districts must already be eligible to receive Chapter I funds for disadvantaged students.

I expect that some of the projects that will be funded will draw on New Jersey's School-Based Youth Services program, which offers one of the most successful models for connecting schools with social services. The 29 centers established by this program offer a one-stop approach for students or dropouts between the ages of 13 and 19 who want an opportunity to complete their education or obtain other services.

Other programs I expect will link educational programs designed to address or prevent a particular problem with community-based programs in the same area. Again, the Healthy Mothers, Health Babies initiative under way in 10 New Jersey cities offers a good example of this approach. Schools, prenatal care providers, social service agencies and community and church groups work together to educate young mothers and to keep both mother and infant healthy. A successful program can help the mother complete her schooling and help her child grow up to learn, thus preventing two human tragedies.

I mention these models only as examples of how connecting schools, families and community resources can help save children. The purpose of our bill is to unleash the creativity in our schools and communities to come up with new and better ways to make this same kind of connection.

Mr. Chairman, if we fail to educate the children who are poor in American today, we will consign one in five Americans to a future of failure and low productivity. The millions of children who are victims of abuse and neglect each year, the 100,000 who are homeless, the millions who come from single-parent families bring enormous new problems to our schools. Teachers know that if we can find a way to address these problems, the process of learning can begin and can succeed. "Link-Up for Learning" will help those kids find a way out of their problems so they can concentrate on learning and achieving their full potential as healthy adults and productive citizens.

Mr. Chairman, I look forward to working with you on "Link-Up for Learning" and I applaud you for looking at this issue in its totality and not being captivated by a small aspect, but looking at the whole series of social services that many of our poorest students and kids coming from the lowest-income families need in order to become productive and healthy adults.

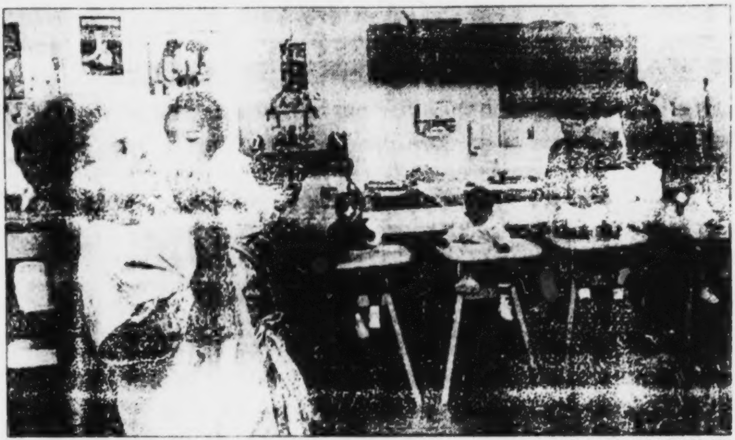
The CHAIRMAN. Thank you very much. I know you have some scheduling conflicts——

Senator BRADLEY. Only three hearings simultaneously, Mr. Chairman.

The CHAIRMAN. I'll include in at the appropriate place in the record the Washington Post article that Mr. Taylor wrote about some of the programs that are taking place in New Jersey. Your State has been a real leader. There are many exciting programs around the country as well, and we'll hear about some of them from our panelists today, but New Jersey has been experimenting with many of them, and we can learn a lot about how we can hope to encourage the best of the programs around the country.

[Washington Post article follows:]

[From the Washington Post, Thursday, May 2, 1991]



BY LARRY MORRIS—THE WASHINGTON POST

Yvonne Duncan, director of youth services program at Plainfield (N.J.) High, holds baby in school's day-care center.

Bringing Social Services Into Schools

Holistic Approach Offers Health and Child Care, Family Counseling

By Paul Taylor
Washington Post Staff Writer

PLAINFIELD, N.J.—Here at Plainfield High School, a student can get help for just about any of life's woes: geometry, grammar, toothaches, child care, drug addiction, depression and parents who just don't understand.

It's known as a "one-stop-shopping" school, a place where a broad range of social, health and counseling services are gathered under the same roof. Lots of educators think it's the school of the future.

"The concept couldn't be simpler," said Ed Tetelman, a New Jersey Department of Human Services official who has built the nation's most extensive network of multi-service schools in 29 communities, both urban and suburban. "Kids are a lot like adults. If you want them to take advantage of something, convenience makes all the difference."

The movement toward bringing services into the schools—which got a glowing nod of approval in the education plan President Bush unveiled last month—is popping up all over the country as educators frustrated by the failures of earlier rounds of education reform are concluding that the way to students' minds is through their whole selves.

The District's Ballou High School was the first school in the Washington area to offer a comprehensive health clinic to its students, and Northwestern High School in Hyattsville would become the second under a proposal being drafted by the Prince George's County Commission on Families and Youth. In Alexandria, a teen clinic has been located a

See SCHOOLS, A34, Col. 1

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SCHOOLS, From A1

few blocks from T.C. Williams High School.

"There was a time not too long ago when schools wanted to be islands unto themselves, which said to communities and parents, 'Leave your kids at the schoolhouse door and we'll give them back to you at the end of the day a little bit smarter,'" said Michael Casserly, associate director of the Council of Great City Schools, which represents the nation's 50 largest school districts. "But nowadays, kids are arriving at the schoolhouse door with so many [illegible] and communities in such disarray, schools have to do more for them or they won't have much chance of educating them."

If schools have been islands, social service agencies have often been ships passing in the night—scattering programs at dispersed locations and rarely exchanging information with one another.

"Children and their families bounce like pinballs from problem to problem, from one agency to the next," said a recent report issued by the Education and Human Services Consortium, a coalition of 22 national organizations that is trying to encourage interagency collaborations at the local level.

Plainfield High School serves an inner-city community about 25 miles from Manhattan plagued by the familiar grim tableau of drugs, violence and high rates of teenage pregnancy.

Before the school-based youth services program was established here two years ago, teenage mothers had little choice but to drop out. Now there's a room for infants and toddlers 15 yards down the hall from the main office. The young mothers drop off their babies at 7:30 a.m., return at lunch and during free periods throughout the day for play and parenting lessons, and are guaranteed a job at AT&T headquarters nearby.

The dropout rate among teenage mothers is down, and so is what Teen Parent Program director Diane DesPlantes calls "recidivism"—the rate of second pregnancies. Of 48 young mothers who have taken part in the program in the first two years, some of whom are not students, only one has become pregnant a second time.

In another wing of the school, a fourth-floor storage area has been converted into a lounge, where students hang out after school, shooting pool or playing computer games. Two mental health counselors hang out with them, available for counseling in a setting free of stigma.

Not long ago, one student confided to a counselor that her girlfriend was on the verge of running away from home. "The counselor approached the troubled girl and found out that she had just been raped by her sister's boyfriend, and that she was afraid to go home because her stepfather had been touching her sexually. Her mother wasn't there to protect her anymore—she'd gotten fed up with his physical abuse and had gone to live with relatives," recalled Roberta Knowlton, director of the New Jersey School-Based Youth Services Program.

"The counselor got the mother and stepfather to come in and talk," Knowlton said. "He signed a contract promising to stop the abuse, the mother returned home and she and the daughter agreed to come in for regular counseling."

"If I had to live the lives some of these kids are living, without any outside support, I'm not sure I would have made it," said Fred Brown Jr., principal of New Brunswick High School, which is located about 15 miles south of Plainfield, serves a similar population and also started a school-based youth services program two years ago.

Brown is the first to admit he was initially wary of ceding his turf to outside bureaucrats. Though housed in schools, the social services programs are typically run by local hospitals, mental health clinics, nonprofit community groups or city agencies.

"I made it clear from the start that if I didn't have input as to who the director was, I wasn't interested," said Brown, a former police officer who has a sign on his desk that reads "Unless you're the lead dog, the view never changes."

The University of Medicine and Dentistry of New Jersey is the "lead dog" at the New Brunswick school-based program, but Brown was allowed to choose the director. He's delighted with the way it has worked out.

"I've had parents come into my office and say they're ready to give up on their child. They're frustrated, their kids are involved in drugs, and they don't know what to do. I know as principal I don't have the time or resources to deal with these problems. A lot of my teachers are older, most of them are white, and when it's dismissal time, they're gone. They're out of Dodge City long before the sun sets. What these kids need are adults they can trust and talk to."

Many also have more basic needs—help with math, advice when they are applying for a first job, care when they are sick. "I have a theory that the first time a kid has a bad toothache and nothing is done about

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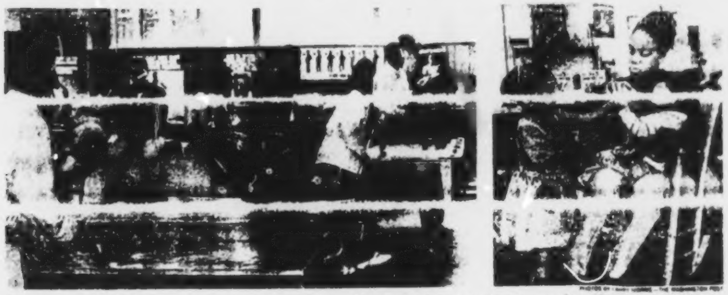
Trying a Holistic Approach, More Schools Bring In Social Services



PHOTOS BY [illegible] — THE WASHINGTON POST

Students at Plainfield (N.J.) High relax after class in school recreation center. Senior Kimmilla Rose, right, who is pregnant, plays with other students' children.

it he discovers that the adult world is against him," said Knowlton.

While most of the programs have been established at urban schools, one of the most successful is at South Brunswick High School [illegible] Princeton [illegible] small hamlets, a few [illegible] [illegible] central gathering place. "There is really no other place to hang out," said Elizabeth McAllister, 17, who spends her afternoons in a teen [illegible] [illegible] rooms. The center remains open during the summer, when it takes over the school gymnasium.

Scores of students at South Brunswick also are receiving mental health counseling—for depression, drug abuse, problems at home. Dozens of family members come in regularly to participate in family [illegible] sometimes to talk about [illegible] how are we going to teach them geometry?" asked Richard Kaye, principal at South Brunswick for the past [illegible] years and a lifelong proponent of holistic education.

His fellow principals are beginning to come on board—partly out of [illegible] convention last month, the [illegible] Association of Secondary School Principals held a debate on the following resolution: "Schools that both attempt to teach academics and provide social services are doomed to fail." By 186 to 110, the principals rejected the proposition. "I think we are realizing that if we are going to be held more accountable [illegible]

[illegible] grants to school districts that had [illegible] social services [illegible] pending, without [illegible] Iowa and Kentucky are putting together statewide programs similar to the New Jersey model, and cities all over California are forging collaborative efforts.

Some in the vanguard of the movement say they think school should offer a broad range of services [illegible] "I look forward to a [illegible] every school is open [illegible] might have their [illegible] make them [illegible] where poor families can pick up Food Stamps and their food from the WIC program and their AFDC checks, and where they can sign up for job training," said Gov. Lawton Chiles (D) of Florida, which already [illegible] health clinics in schools.

There are inevitable controversies. In New Brunswick, a plan to locate a toddler center at the high school ran into opposition from local church groups, which worried that it would reward teenage childbearing. (Several schools in the Washington area—including Ballou and Northwestern high schools and the District's Hart Junior High—have toddler centers). In Florida [illegible] school-based health clinic that distributes condoms to students who have their parents' approval has drawn pickets. In Alexandria, the teen clinic was placed a few blocks away from T.C. Williams High when parents and community members objected to condom prescription [illegible]

Bush's education plan was careful to observe that while schools can sometimes house additional social services, they should not try to supplant the basic mission of families, nor should they try to "become hospitals or welfare agencies."

"The president's statement didn't give the collaboration movement the emphasis I had hoped it would," conceded Martin Blank, an author of the Education and Human Services Consortium report. Still, he said, the real force behind the movement is coming from the grass roots—and so are the most daunting challenges.

"The toughest nut to crack is to change institutional patterns of behavior—to get agencies to really collaborate," he said. He noted, for example, that the New Jersey program is funded with a special $6.5 million appropriation from the state legislature. "That means it is politically vulnerable. Now, when you get each participating agency taking money and staff out of its own budget and putting it into a collaborative model, that's when you've really broken down some barriers."

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The **Chairman**. Let me ask you this. One of the goals that has been mentioned by the governors and the President is school readiness. My sense in listening to Secretary Alexander—and I hope I am wrong—but my sense was that this goal has not been given priority. As I said, I hope I will be proven wrong when we get the legislation itself. If the child is not ready, you can have the best schools in the world, but if the child isn't ready, there are really two strikes, and most people would say three strikes, against that child being able to develop.

How does this one-stop-shopping really impact the first goal of school readiness?

Senator **Bradley**. Well, Mr. Chairman, it could impact it in a very dramatic way by coordinating the available services for children before they reach school age, and making sure that all eligible services are provided. The Head Start program is enormously important. Of course, this is a program that you have been the champion of, the founder in many ways. It is now funded at about 25 percent of what it should be funded at. The WIC program is enormously important; healthy kids tend to be more alert kids. Better nutrition tends to make kids healthier. Prenatal care tends to provide for healthier babies. Healthier babies who have nutrition and who have some preschool education tend to be better prepared. Kids who are immunized fully don't get measles, aren't sick, and have an opportunity to come to school prepared and healthier.

One-stop-shopping that would coordinate all of these to make sure that those families, single-parent, two parents, whatever, who are eligible for programs get them. That's the way you break dependence on the one hand, and second, that's the way you make sure that when kids arrive at kindergarten, they are ready to learn and able to learn and prepared in the best possible way.

So I strongly applaud these efforts to extend the idea of one-stop-shopping to preschool students as well. I know you are very interested in that, and I applaud you for focusing on these very critical needs.

The **Chairman**. I think your response is right on target. You're talking about prenatal care, well-baby care, immunization. We have cities in my State, like New Bedford, MA, which has only a 50 percent immunization rate, and it is probably 25-30 percent in most major cities. There are problems with infant mortality and proper nutrition for children at an early age, early intervention in terms of developing appropriate educational kinds of skills, the Head Start program. A holistic approach is certainly essential if we are going to have every child in this country school-ready, and I think you have really targeted what should certainly be one of the real objectives of this legislation, and that is to try to provide the coordinated, holistic approach in early intervention. I think if we are able to encourage that in the country, we'll have really made an important impact for school readiness.

Senator Simon.

OPENING STATEMENT OF SENATOR SIMON

Senator **Simon**. I'm sorry I got here late, Mr. Chairman, and didn't get a chance to hear our colleague's remarks. But let me just commend Senator Bradley for not just speaking and talking, but for being willing to put resources there. Your amendment on the floor—and I think we only got 22 votes for the amendment——

Senator **Bradley**. This time.

Senator **Simon**. [Continuing.] This time—but to believe that we can continue to spend the kind of money we are spending on arms and not pay attention to these kinds of educational needs is just national folly.

If you take out Korea and Vietnam and go up to the Reagan Administration, on the average during the Cold War, we spent $235 billion on defense. Today, with the Cold War over, we are spending $298 billion on defense. And when your amendment—that I was pleased to cosponsor—wanted to take just 2 percent of that and shift it over to education and health care, and we couldn't get more than 22 votes—frankly, what we need is a lot of you out there beyond the witness table who are speaking up to members of the House and Senate, saying we've got to get our priorities in order.

It is easy for people from the President on down to make speeches about education. What we have to do is put our money where our mouth is, and Bill Bradley has been willing to do it, and I am proud to be your colleague, and I commend you.

The **Chairman**. Well-said, Senator.

Senator **Bradley**. I don't think I have anything to add to that, Mr. Chairman. [Laughter.]

The **Chairman**. I was glad to be one of those votes, too.

Senator **Bradley**. Thank you very much, Senator Simon.

The **Chairman**. Thank you very much, Senator Bradley.

[The prepared statement of Senator Adams follows:]

Prepared Statement of Senator Adams

Senator Kennedy, I am pleased that the committee is holding this hearing on the collaboration of services for children and youth and commend you for focusing the Committee's attention on this important, but often overlooked issue. Children today frequently do not receive the services they need because we do not have a comprehensive, coordinated approach to service delivery. Services are too frequently fragmented—dispersed among a half a dozen governmental agencies and providers. Sadly, children get lost in the system more often than they get access to the services they need. All too frequently the services a child gets depends on what door in the system they enter—child welfare services, child mental health, health care, nutrition, or education—when more often than not they might need a combination of services.

A little over a year ago, the President and the Nation's Governors announced six education goals for the Nation to achieve by the year 2000. These are admirable benchmarks, to be sure but for many children these objectives cannot be reached isolated of other needs.

Every day many children arrive at our Nation's schools malnourished and lacking basic health care. One in five American school children live in poverty, 2 million go hungry, and a growing number are homeless. In my State of Washington, 16 percent of our children live in poverty, almost one quarter of our high school students do not graduate, and 7 percent of school teens give birth out-of-wedlock before they finish school.

This reality forces us to look at educational achievement as inter-related to the problems of hunger, poverty, health, and lack of opportunity facing millions of children and their families. We must give children access to comprehensive services if they are going to make the most of their education and to stay in school.

But the delivery of supportive services is often chaotic and frustrating for families. Many families do not know of the range of services for which they are eligible. Services are fragmented and often unavailable. Making these services easily known and accessible is a first step to ensuring their effective delivery.

Several communities across the county are experimenting with placing the entry point for social services in the school. This idea of "one stop shopping" is a rational and logical response to the disarray social services are in today. School is the central location for children's educational services and it makes sense to coordinate health, counseling, and other related supportive services needs in a comprehensive way for at-risk children. This approach will reach more vulnerable families and children and help them meet the educational goals for a strong 21st Century.

I look forward to hearing from today's witnesses and their experiences coordinating services for children. I am eager to hear how we can help replicate your successful programs throughout the country where they are most needed. I know there is a great deal of interest in my State for this approach. And I will share today's testimony with service providers in Washington. I know our children's future depends on it.

Thank you.

The CHAIRMAN. We'll proceed along with our panelists, and ask Ms. Clinton to speak next.

Ms. CLINTON. Thank you, Mr. Chairman. Before I begin, I want to thank you for your leadership and the members of this committee and Senator Bradley as he leaves. Many of us have appreciated greatly your continuing emphasis on these human needs particularly as they affect children. And certainly during the 1980's where we saw the decade dominated by the politics of diversion, it has been comforting to know that there are some leaders in this Capitol who are still trying to do what we need to do for children.

I appreciate the invitation to come and speak with you briefly about what we have attempted to do in the State of Arkansas to try to coordinate services better and to put some money, Senator Simon, where we say our priorities are.

As you know, Arkansas is a poor State. It has had a tradition of poverty, low education levels, and low investment in the public sector. But starting about 10 years ago, we began to try to make a concerted effort not only to change the priorities of our State but to begin the process of linking services and placing an emphasis on children's and families' needs.

In this last session of the legislature—we have a law that prohibits it from deficit spending and have always abided by that—we raised taxes not to plug any deficits but to put more money into education, human services, and the infrastructure.

It has taken about 8 years of the kind of constituency building that underlies what I think is the primary message for "Link-Up for Learning" and school readiness, which is that none of us is in this alone. We have to have cooperative, coordinated efforts that support families and children and deliver services.

To that end, we have attempted to do the following things. With our additional funding we have expanded substantially our school health clinic program. This has been, as you might guess, controversial because we offer a full range of health services, tied to what the communities themselves in the school districts wish to receive. But in our State, as in many places around this country, access to health care is a cruel hoax for many families even if they have the financial means to afford the care. We do not have the services available.

We therefore have used the schools as the sites for delivering health services most broadly defined, which often include the kinds of social services that go along with health and educational needs.

As I said, it was controversial because both on the matter of reproductive health there was a great deal of concern as to whether the State should be in the business of providing those services, but there was also even the question as to whether the schools were the appropriate place for providing services other than strictly traditional academic ones.

At least in our State I think we have won that battle. It was one of the primary issues in the last gubernatorial campaign. TV ads were run about whether or not the schools should be the sites for delivering health services to our children.

I believe there are a majority of citizens ready to hear what you and this committee have been saying for some years about the need to meet these children's requirements now and not to continue to pay at the back end of the problem.

We are also attempting to coordinate services through our regional network of the health department and the Arkansas Children's Hospital so that we have a system of providing health services in linkage with the schools. The schools are where the children are, but the schools cannot take on any more burdens without the kind of coordinated assistance that you call for in S. 619.

We to that end have moved into the Children's Hospital as the site for coordinating with our school districts the home for the program known as "HIPPY", the Home Instruction Program for Preschool Youngsters. We now operate the largest HIPPY program in the world outside the State of Israel. It has been from our perspective the kind of program that pays immediate dividends both in terms of children's readiness for school but also in terms of changing the attitudes of parents about the importance of schooling and about their role in ensuring the schooling of their children. But even beyond that it has begun to force the link between the school and the family that for a variety of reasons we can all go into today has become disconnected.

So we are very proud of the HIPPY program because it is now serving approximately 2,400 children in our State and is a model of the kind of coordinated effort that I think you are calling for.

We have also seen an expansion of our Head Start program, and of course there is really no alternative but to fully fund Head Start as soon as possible. And the School Readiness Act of 1991 calls for that. If one reads America, 2000 from the administration carefully, that is not called for. Head Start is our best hope of providing the kind of coordinated delivery for many thousands of children in a system that has already proven itself, and we certainly need to finish the job that we have started as soon as we possibly can.

We have also seen some improvement in coordinated services through the Casey Foundation Grant to the City of Little Rock, which is being operated from a collaborative effort called the New Futures program. The New Futures program attempts to do what I think underlies many of the points in S. 619, which is to bring into the school setting a coordinator of services on behalf of the children.

Let me just share with you a few of the lessons we are learning because I think as you go into further discussion of S. 619 and as we begin to see this program, we hope, be funded and the demonstration grants given out, I think it is very important from our experience to understand that if all we do is create another add-on program or another special demonstration project that is not rooted in the existing institutions that are already there, serving most of our people, our chances of changing the culture and the attitudes and the delivery systems of those institutions will be lessened.

From the very beginning, these demonstration grants should require that the institutions not only participate on paper, but they begin an evaluation process to change the way they do things to become more effective.

It is very difficult to change the kinds of experiences and thinking that many people bring because of their professional training either as educators, as social workers, as health delivery personnel. And part of what I hope underlies S.619 is to take some of the lessons that we have learned through demonstration projects already and begin to put them into action. And the New Futures sites, the four of them around the country including the one in Little Rock, I think would be very instructive along those lines.

Another program that we have expanded particularly in East Arkansas, which is the Delta and deserves as much attention as this country can give it, from my position, is what we call the Arkansas Prevention Partnership. The Governor invited cities and schools to come into Arkansas in 1986 and begin to build the kind of collaborations that are called for in S.619 so that we could try to coordinate the services into the schools in many impoverished areas and seek out additional resources to meet the needs of the children in those schools.

The anecdotal evidence about this project, the Arkansas Prevention Partnership, is certainly encouraging. We find that many people will respond to the challenge to do better in providing for our children if they are given some resources to do that, they are given some training to understand how to change their own approaches to these problems, and they are given some time.

One of our difficulties in translating what we know from models and demonstration projects into practice is that all too often we expect short-term rewards that within the political timetable we all live by, just simply cannot be produced. We have to give some time to these programs to be able to succeed because we are attempting to change deeply-rooted beliefs and value systems within institutions, and I think there is a lot of evidence that if given some time and some space, we can see some very substantial changes.

I want to mention one other program which is an old program no longer in existence, but about which I think particularly the staff of this committee would be interested. In the early 1970's, Dr. Betty Caldwell, a distinguished professor of early childhood development now at the University of Arkansas at Little Rock, created a program at the Kramer School. The Kramer School was exactly a model of what now in 1991 we are attempting to do. It was a school that took children from the age of 6 weeks until they were ready to go to junior high school. It was a year-long program. It provided social and health and educational services. It was an experiment. It was foundation-funded. It was one of those things that we have tried over the last 20 years which prove themselves, but when the time came that the foundation funds ran out, there were no resources to pick it up because it was considered an experiment.

We need to look at the Kramer model and the other models around this country that already have demonstrated the pitfalls, the difficulties, the obstacles in attempting to coordinate services at the school level for children. We need to learn from them. We need to have those who receive the grants from what I hope will be a successful passage of S. 619 knowledgeable about that so they are not reinventing the wheel, but in effect learning from people like Betty Caldwell or Elizabeth Shore and others, who have looked at what it takes for the kind of collaboration that you call for in S. 619.

Finally, I hope that the kind of effort that is called for will be given the attention that I know that you, Mr. Chairman, and you, Senator Simon, want to see directed toward our children and our youth. It is ironic that we are still struggling with delivering the most basic services, and I among many citizens, I suppose, hoped that after millions of our fellow citizens sat in front of the CNN broadcast, watching laser-guided missiles turn corners and go down elevator shafts, they would say to themselves, you know, if we can do that, we certainly can begin to do a better job bringing children into the world healthy, begin to eliminate the problems that children have that interfere with their learning before they get to school, begin to learn about what we know children need, which is really not all that complicated, but takes a lot of time and attention from adults and institutions to deliver, and begin to really make good on the promise that all of us hold out as being a Nation that is absolutely committed to the next generation.

So Mr. Chairman, I really appreciate the opportunity to come and just be in the "Amen" corner and to thank you for what you are doing.

The **Chairman**. Very fine. That's very helpful.

I think we'll hear from all the members of the panel and then go to questions.

Mayor Schmoke.

Mayor **Schmoke**. Thank you, Mr. Chairman, Senator Simon.

I want to thank you and the members of the committee on Labor and Human Resources for inviting me to testify this morning about comprehensive education services for children.

Ms. Clinton indicated that she was saying "Amen"—I hope we're not just preaching to the choir, but really moving this process forward, and I believe that we are.

The **CHAIRMAN**. Mr. Mayor, before continuing, I have a note here from Senator Barbara Mikulski, who very much regrets that she is not here, and she wanted to be remembered to you. She is chairing a hearing on NASA this morning in the Appropriations Committee, but she wanted me to extend her best wishes and warm welcome to you.

Mayor **SCHMOKE**. Thank you, Mr. Chairman.

I am very pleased that Congress and perhaps the administration are moving toward a philosophy of education that we are putting into practice in the City of Baltimore.

Conventional education, especially for poor children, is somewhat equivalent to holding a flower in one hand and pouring water on top of it and expecting it to grow; it won't work. Flowers have to be planted, their roots have to grow in soil, they have to be nourished from below and not just rained on from above.

The same is true for what we have termed at-risk children. These children enter our schools with the twin burdens of multiple needs and low expectations. It is unfair and unrealistic to expect them to achieve their full potential if school is nothing more than a place where they are showered with the three R's.

To complete my analogy, education for poor children must include the nourishing soil of family and community. That is where they can find the resources and guidance they need to succeed.

The challenge for those of us in government is to strengthen the community, offer it hope, give it choices, and treat it as a consumer, not a ward. In other words, our responsibility is to enable the community, by providing it the tools and self-confidence it needs to heal from within.

We are doing that in Baltimore by making the school building the pivotal institution in the neighborhood. It is an anchor, a place where children not only learn but receive health care, socializing skills, good food in many cases, and recreation.

The neighborhood school is a place for parents to meet, to receive job training, or to earn, again, in some instances their GED. It is also a place for community leaders to set goals based on the needs of their individual schools and for businesses and nonprofit organizations to channel resources into the community.

The school in effect becomes a two-way door. Health, education and family development services go out; community pride, power and prestige go in.

Before I describe Baltimore's Dunbar Project, which I consider a model for comprehensive education services, I need to make the point that this kind of program only works with a community-based school system. By that I mean a system where parents, teachers, principals, students and community residents feel that they control the destiny of their individual school.

Such a system gives people in the community the authority to assess their needs and devise programs to meet those needs. Autonomy, flexibility and community involvement are all necessary preconditions to the kind of comprehensive education services now available at Dunbar.

The Dunbar Project provides an array of human services to six schools all within close proximity to each other. I have brought with me a chart on the complex, and I have provided it as an attachment to my testimony, but essentially, you can see a "campus", a number of buildings, which I'll describe in just a moment.

The schools involved are one high school, two middle schools and three elementary schools. The project was not imposed from top down. It grew out of meetings that I had with parents, teachers, principals and community leaders. They told me what they needed. After that, our business and nonprofit partners joined in. Dunbar has gone from being a collection of schools, isolated and out of touch with the surrounding community, to being a multipurpose institution, working to overcome the problems associated with poverty.

I'll give you a quick rundown of some of the things that are included now in this project. We have, from the IBM Corporation, computer training that targets middle school students. Most of these students were formerly chronic, disciplinary problems.

Second, Johns Hopkins Medical system, which is located just a few blocks away from the campus, has provided an improved health careers program for the Dunbar High School.

We have conflict resolution training provided by the law firm of Venable, Baetjer and Howard to reduce levels of violence among young men and to build self-esteem.

A physical fitness center was created for the teachers in the basement of Dunbar Middle School to help relieve stress, and this was done gratis by a local contractor.

We have reopened an important recreation center called the Chick Webb Recreation Center, which sits right in the complex, but which had been allowed to fall into disrepair and was completely unused. The Chick Webb Recreation Center, which reopens this spring, will provide services to all the schools and a senior citizens program.

We have workshops for parents in how to address social needs put on by the Maryland Conference of social concern and the Greater Baltimore Medical Center.

We have an after-hours youth center operated by the Family Support Foundation; a Parents-on-Patrol activity, working with our police department, to keep the entire area safe, an area that expands to housing projects which are nearby; and an other program called "It Starts with Me", which is a mentoring program that was started by a group of 40 black professionals, to enhance self-esteem among young black men in one of these middle schools.

This is just a partial list of the comprehensive education services now being offered in the Dunbar Project.

Mr. Chairman, while I am a very strong supporter of comprehensive educational services, I don't want to leave the impression that local government has the resources, even with help from the private sector, to completely put this philosophy into practice. We need help from the Federal Government.

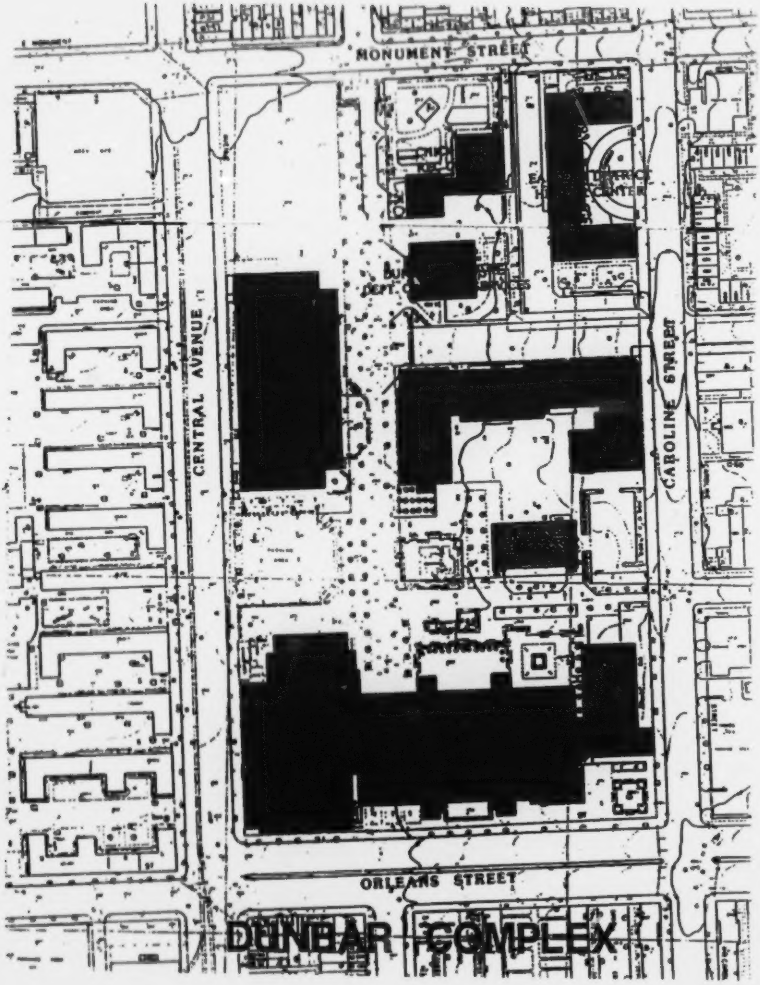
I know that you have already introduced bills that expand Head Start and offer demonstration grants for community-based education programs. That is an excellent beginning, but I don't believe that it goes far enough. We need a much greater commitment of resources. I feel fully justified in asking communities to organize, assess their needs and develop plans for the comprehensive use of their neighborhood schools, but I do not feel justified in asking them to do that while denying them the financial resources to put their plans into effect.

We have had a political culture that says when it comes to relieving poverty and educating poor children, nothing works. But you know and I know that that is not true. Many things do work. Head Start works. Another program that you have had testimony submitted on, "Success for All", works. And comprehensive educational services work because they tap into the American spirit of self-help. That spirit is taking root even in the poorest areas of our city and many other cities around this country.

My request to this committee and Congress is that you nourish and enrich that spirit by passing bills that make comprehensive educational services national policy. By doing so, you will be rebuilding communities and offering millions of children the chance to earn their way out of poverty.

Thank you, Mr. Chairman.

[The map of Dunbar complex follows:]



DUNBAR COMPLEX

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The CHAIRMAN. Ms. Levy.

Ms. LEVY. Thank you.

Mr. Chairman, Senator Simon, I appreciate the opportunity this morning to spend a few minutes talking with you about the potential for cross-sector collaboration to help achieve the national goals and, most importantly, to assure success for all of our children and families.

Joining Forces, which is the project that I direct, is a national effort to deal with exactly the kind of agenda that is incorporated in "Link-Up for Learning". It is cosponsored by the Council of Chief State School Officers and the American Public Welfare Association, which represent the top State education and human services officials in the country. I think that unusual kind of partnership in sponsoring an effort is indicative of the sentiment in our States and communities that we have got to get it together if we're going to help kids; we can't do what needs to be done in isolation.

For the last 3 years, I have spent a lot of time on the road, traveling around the country, visiting wonderful programs such as those you've heard about this morning, that are indeed bringing to life the kind of program that is envisioned in "Link-Up for Learning". I have talked with hundreds of policymakers and practitioners, and our program files at this point include about 1,000 examples, literally, of collaborative partnerships that have already been formed to help children and families.

I am not going to try to describe those programs in detail this morning—you have a panel of people who are doing it who will follow this morning, and I will leave that to them. What I'd like to do in a few minutes is to highlight what I believe are three roles that States and the Federal Government can play to help this sort of collaboration occur more broadly in all of our communities and to assure that it has the staying power that we need.

When I talk about roles for the State and Federal Government, let me acknowledge up front that the kind of collaboration we are seeking has to be a community-based and community-owned effort. I am in no way trying to displace the leadership that needs to come from individual communities. This kind of an effort has got to respond to very unique needs and strengths and opportunities of each community.

But if we are going to have staying power—and that's the real secret; we've got a lot of shining examples out there; those examples can become the norm rather than the exception—making that happen and assuring the staying power of those shining examples is going to require backing from you and from your colleagues in Washington and in the States throughout the country.

The three roles that I'd like to talk about are: 1) strengthening the capacity of communities to undertake a collaborative agenda; 2) assuring that the barriers that get in their way are removed and removed promptly; and 3) assuring that we build collaboration into mainstream funding and mainstream structures so that, as Ms. Clinton was talking about, it will live, and it will penetrate deeply into everything we are doing for children and families.

With respect to strengthening community capacity, we need to acknowledge that the collaboration we are looking for is a very difficult process. It is going to take training, it is going to take technical assistance, and it is going to take a whole lot of nurturing. This is particularly true with respect to our most distressed communities, those communities where parents and children most need the services that we're looking for.

I think if we look to the New Jersey School-Based Youth Service Program, we see a good instance of what the issue is and of how it can be served. When New Jersey went out to implement New Jersey School-Based Youth Services, they did it via a competitive proposal process. The City of Newark, which certainly needed that program as much as any, had a very difficult time marshalling its resources to submit a competitive proposal. It was only because the State was committed to getting services into that community, and it went in and helped the community develop a plan, that the New Jersey program is now in Newark as well as in more advantaged communities.

Grant writing skills are not an equitably distributed commodity, and we need to assure that we give the assistance to distressed communities so they can access these services as well as others.

We have seen similar kinds of enabling help in other States throughout the country. Ohio used a wonderful process to implement welfare reform for teen parents and children, helping local community teams plan specialized programs that would serve those particular communities. Senator Simon, the Illinois Urban Partnership Grant Program is another outstanding example where grants are being given to individual school principals to pursue collaborative partnerships, and those grants are backed up by a whole lot of support from State agencies and by a dissemination capacity that assures that other schools can learn from the schools that have grants.

I think that those examples from State leadership suggest, too, the kinds of roles the Federal Government can provide in moving this agenda forward. We need to assure that there is a capacity-building component in any sort of a Federal initiative, preferably, I think, by reinforcing the capacity of States to help their own local communities, and additionally by assuring that we have a national level dissemination capacity. There is no reason why somebody in New England needs to reinvent the wheel that has already been figured out on the West Coast, but somebody has got to make the connection so we can learn from each other's experiences.

The second area that we need to look to is assuring that we get the barriers out of the way. When I talk about barriers, I'm going to make an admission to you, and that is that our instincts are way ahead of our experience at this point. We don't know a lot of specifics about what the barriers are. Collaboration on the scale that we are talking about is a fairly new endeavor, and we haven't yet gone far enough, and the efforts are not mature enough, to be able to give you a list of five things that we'd like you to get rid of—you know, remove these burdens from the backs of the collaborators, and we'll have the problem solved. I don't know what those five things are yet.

What we know is that they will come, and what we know is that if we don't get rid of them quickly, they could kill the momentum that is underway.

We had a wonderful example a few months ago of exactly the kind of barrier that can emerge and how the Federal Government can move quickly to get it out of the way. That was in relation to the Family Support Act of 1988, which is a welfare reform initiative that called for significant partnerships between welfare and education. As a matter of fact, we wanted the education system to be a full partner in helping individuals move toward self-sufficiency.

Unfortunately, when we looked at the Federal regulations, it looked like for an education department to provide services to welfare recipients, they would have to transfer education funds to the welfare agency, which would then have to contract back to the education department to provide educational services. This was a pretty contorted process, and some education departments were rethinking whether or not they wanted to play in this game. But fortunately, when the issue was brought to the Department of Health and Human Services, and the position made clear that we were trying to do legitimate things for families and that accountability could be maintained, the barrier that that regulation could have posed was removed. That is the kind of responsiveness that I think we want to assure, and I would encourage you in any sort of initiative like this to assure that we have the commitment and institutional capacity to fix the problems as soon as we find them.

Finally, I'd like to reinforce what Ms. Clinton was saying about the need to get this process of collaboration and this effort built into our mainstream structures and institutions. That is the only way it is going to survive, and it is the only way it is really going to reach the numbers of kids and families that we need to.

You are going to hear in a few moments from Jeanne Jehl of San Diego, who is going to tell you about a very exciting initiative that is underway there. I'd like to cite just one component of what they are doing that I think gets at this idea of penetrating the mainstream institutions.

San Diego is creating a multiservice center on the campus of an elementary school. What is really unique about that center, though, is that they have set up a way to assure that all families are in touch with that central service. What they are going to do is have families register for school at the service center, which means we're going to see every family up front and be able to assess if they need help and offer them appropriate services. Second, going to the service center is going to be as normal a thing as going to school. That is the kind of deep connection that we want to form.

From your perspective perhaps the best way we can strengthen those deep connections is to look at institutionalized funding streams that can make this a long-term agenda. In Kentucky, when they moved to enact school-based service programs as part of a statewide education reform program, one of the first things they did was to look at the possibility of using some long-term institutionalized funding streams to support and compliment what were State resources committed to this effort.

A study that was done showed that we could get already $13-$16 million in Federal revenues out of legally permissible, already existing options under entitlement programs to expand the programming that could be given to children and families. That is the sort

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of connection—let's connect school aid and Medicaid; let's look at the basic funding streams and assure that when we enact new kinds of funding streams they are done in a way that can support and build on what already exists. Let's also assure that we're prepared to respond and get rid of narrow categorical boundaries when it is clear that it would be cost-efficient and more effective in reaching families. An example: Why not set it up so that preventive health services could be supported by Medicaid for all students in a school that is eligible for a Chapter I schoolwide project. We know we've got an enormous number of poor children in a school; let's just use that opportunity to get the health care services in that can assure educational success.

I don't want to take any more time. That just emphasizes what I think are three of the ways that the Federal Government and State Governments can reinforce the movement that indeed is emerging at our community level and can assure that that movement has staying power for the long-term that I think our children and families are going to need.

Collaboration is not a panacea. I have spent 3 years, using that word a whole lot; I don't do that with the idea that it is the only thing we need to do, but it is certainly an extremely promising strategy to help disadvantaged children and families, and I am delighted that this committee and the Congress are looking at ways that we can advance that agenda.

Thank you.

The CHAIRMAN. Thank you very much. This has been an excellent panel.

We have seen apparently a dramatic change in attitudes in so many local communities. Two years ago we introduced what we called "Smart Start", early education programs, and Head Start, looking at how we could interrelate social services with education services, and you couldn't get the two groups to talk to each other. I had a meeting in my own State and must have had 500 Head Start workers up there, and they practically took my head off. Here, we've been battling and fighting for and supporting that Head Start program up there, and you would have thought we were trying to eliminate it. We made very important progress last year tying early education into the day care programs and the extended services into the schools, and it is moving along. You see rather extraordinary changes taking place with people who are ready to sit down and talk—I'm sure it is probably enlightenment stimulated by necessity. But I think we have seen the value of these one-stop-shopping efforts, and what they have been able to produce has been enormously encouraging, and I think, as appropriately pointed out by all the panelists, we need to find ways to encourage it.

I want to ask about what the barriers are, and I'd be interested in a response from each of the panelists. As Ms. Levy indicated, they are out there, and we're not quite able to know what they are in every district, but I suppose what we want to try to do with the legislation is find out what the barriers are, what we can do about them, and then what the incentives are—and then, I suppose, what the appropriate role is for the Feds in this area. Obviously, there will be different formulations in different communities, and I think we have heard that and will hear it as well from the second panel.

Could you take a crack at that? Can we identify the barriers, and what can we do about them? Ms. Levy mentioned the regs that exist in different programs that we could, I suppose, strike down and get additional resources to be utilized for underserved children.

What would you say, Mayor?

Mayor **SCHMOKE**. Senator, one of the things that I think is important to recognize—and I believe it is in your legislation—is that there is not a single model that is going to be successful all around the country. What works in New Jersey may not work in Maryland. But I have found that what works on one side of Baltimore may not work on the other side of Baltimore.

So assistance that provides some incentive for creativity at the school-based level—that is, if there is knowledge there that there may be resources that would help pull all these services together and fill the gaps in the services, but that you can only obtain or access these resources by some creative activity at the school level, from the community, from the parents, that would be extremely helpful.

The major barrier that we found was just bureaucratic inertia. In our city, unlike most cities, the mayor has an awful lot to do with education. I appoint all the members of the school board. The superintendent is then appointed by them, but the budget of the school system flows through our Board of Estimates, which the mayor controls. So on the chart for that complex, you will see there is a day care center, a city multipurpose center; the health department and recreation departments have facilities there, and then the high school, the middle school and the elementary school. Well, I pull them all together. The superintendent couldn't do it by himself. It required these community meetings and then me bringing in the entire cabinet—I brought every cabinet agency head not a designee, and sat them down, waited with the community and watched as this thing developed.

It has been talked about institutionalizing the program—I'm not sure how I get the entire bureaucracy from all the various agencies believing in this concept without me pounding on them—or, encouraging them. [Laughter.]

The **CHAIRMAN**. The first word was the right one, I think.

Mayor **SCHMOKE**. There has got to be—and maybe that is the role of this Federal program, in some way providing that mechanism that is going to provide the incentive for all of these people to continue to work together. If there is this carrot out there of some additional assistance, some Federal funds or whatever, to help keep this thing moving forward, then they will work together, regardless of who happens to be the mayor.

Ms. **CLINTON**. Mr. Chairman, I think that in addition to what the mayor said, I don't know quite how you would accomplish this, but it would certainly be useful to think through before turning the task over to a Federal interagency task force as called for in S.619 what the barriers and obstacles might be and have some initial understanding of that.

For example, one of the things which we are finding not just in the public sector but in the private sector is that part of the reason for the bureaucratic inertia is that we have too high a ratio of indirect workers to direct workers. We have too many people pushing paper and filling out forms instead of actually interacting with human beings across the board in our education and our social service sectors.

I wish there were a way that one of the requirements would be a cap on the number of indirect workers. I do not want to build a kind of middle management empire for collaboration. I think we could have a lot of people turning themselves into collaboration experts and not really the kind of emphasis we need on interacting with children and their families.

Another of the barriers is the attitudinal ones that are difficult to describe but clearly come from our tradition of specialization and our failure to promote interdisciplinary and multidisciplinary approaches across areas. I think that part of what we need to do to be able to break that down is something that Janet referred to, and that is to provide the kind of staff development, technical assistance, and support for the staff that we expect to fulfill these new requirements so that they understand what we are attempting to achieve.

The final thing that I would ask is that although I agree with the mayor that what works in Baltimore or New Jersey may not work in Arkansas, I do think there are some principles that can be guiding the collaboration efforts—not that they will be put into practice exactly the same way in every setting, but that there is a framework of principles. Lee Shore and others have demonstrated that in looking at programs which work, and I think it would be very helpful for this committee in the process of developing this legislation to begin to articulate some of those principles and to begin the process of helping all of us to understand better what the barriers are.

And then one last thing I can't avoid saying is that certainly the categorical funding streams have helped harden a lot of these attitudes that we would like to see removed now. I think that part of what we are engaged in in our country is not only restructuring our education system and restructuring our private sector and all the rest, but I think government itself needs to begin to think hard about restructuring, and I don't think there is any problem with that because if we keep our eye on what we hope to accomplish, if our goal is to have more children ready, have a lower infant mortality rate, and on down the line, there are lots of routes to getting there, and we ought to be willing to experiment with loosening up some of the categories that were necessary to begin the process that had to start a couple of decades ago even to get the idea across that government had a role in providing for citizens' needs. I would urge that as part of its effort in developing this legislation further that the committee and the congressional supporters, rather than just turning this task over to the Executive Branch, have an idea going in what the barriers are because I'm not sure that turning it over and then having a report issued by the Federal interagency task force will move this agenda the way it needs to be.

The CHAIRMAN. Ms. Levy.

Ms. Levy. I would strongly agree with both Mayor Schmoke and Ms. Clinton about barriers and support the ones you have identified.

I would point to one other that I think may make it appear that there is tremendous inertia among the folks who are serving kids and families, but it may be something other than inertia.

We have a work force that is full of professionals who are very well-trained in their own business and who know a lot about what children and families need in a narrow category but who don't know very much about what else is out there, about who is there that they can form a partnership with, or about broader needs of kids and families. And one of the things we need to do, and I think a way to remove a barrier, is to find a way to provide the training and the development either before we put people into the work force—I'd like to see us move back to the original professional training that takes place before kids come out of graduate school, but even for the work force that is now in place—to open their eyes, to give them the knowledge they need about what else is out there.

I have spent many, many hours doing exactly that with people who only needed to find out there was somebody on the other side of the table who had the same concern, and then the kind of creativity that the mayor was talking about gets going. So some sort of a capacity to remove the barrier of simple lack of knowledge of what we could do is essential.

The only other piece I would add is that I think there is a potential for the kind of interagency council you are talking about, not simply to be a body where wondrous conversations about coordination take place or a body that issues a report after some period of time. It ought to be a problem-solving body because as I'm saying, we're going to find out a whole lot more about what exactly those barriers are as we get into this venture, and if the Federal Government commits itself to encouraging collaboration, they need equally to commit themselves to get rid of barriers as they emerge. So I would like to see that kind of an interagency council be a very active, lively and responsive body over time.

The **Chairman**. Senator Simon.

Senator **Simon**. Thank you, Mr. Chairman.

Unfortunately, I have a meeting I want to get to, but I would like if I could to ask three specific things, one of each of you, and if you could, we'll keep the record open, and you can provide written answers for the record.

One, on the collaboration and what you are doing, Ms. Levy, I frankly was not aware of your efforts, and I think they are to be applauded. But I would be interested in your response. Ms. Clinton mentioned that what we have to do is avoid this middle tier of just "indirect workers" I think was your phrase. I would be interested in your comment on how we can avoid that in the process of all this.

Ms. Clinton—and I want to note for the record that she is listed as "the first lady of Arkansas" but she is originally from Illinois, Mr. Chairman, so that gives her added stature in this committee.

Ms. **Clinton**. That's very true. It has been one of those burdens I have had to overcome in Arkansas.

Senator SIMON. You don't stress it in Arkansas; I understand.

Ms. CLINTON. I'm proud to be from Illinois.

Senator SIMON. OK. I liked your phrase about students with multiple needs and low expectations. What we have to do is lower the needs and raise the expectations. And you talked about the Kramer model—I'm not sure I have the phrase right. I think we ought to find out what happened there. It is not enough to have something appearing in the Little Rock newspaper about what happened. Let's find out, and let's learn nationally from this and not just let what happened die. So I would be interested in hearing from you on that.

Mr. Mayor, you talked about the need for creativity at the local level, and in showing that map of the Dunbar Project to us, you said you wanted to create an area where citizens feel they are in control. I'd like to know how you let citizens be in control, how you permit creativity in that kind of a situation.

I would love to stay here and listen to those answers, but unfortunately I have to move on. Thank you all very, very much.

The CHAIRMAN. I might point out to Senator Simon that Ms. Clinton was educated in Massachusetts. [Laughter.]

Ms. CLINTON. That's also very true, Mr. Chairman. I've had the best of all worlds.

The CHAIRMAN. I am going to submit some additional questions. We're really going to have to move on, unfortunately, because there is a special session in a few moments. So I'm going to leave the record open, and we'll submit some questions.

I do thank all of you very, very much, enormously, for your presence here and for your responses.

Thank you very much.

Our second panel will describe four models of new approaches to interagency collaboration and comprehensive service delivery for youth.

Jeanne Jehl is administrator on special assignment with the San Diego City schools, who is in charge of the New BEginnings collaborative initiative in San Diego.

William Doherty, who is director, Boston Community Schools and Recreation Program, will discuss two alternative schools in that city, Back to School and City Roots, and the Winner's Circle, an anti-violence program.

From Kansas City, MO, I'd like to welcome Harold Dooley, president of the Kansas City Metropolitan YMCA, representing YouthNet, an interagency collaborative effort in Kansas City led by the YMCA. Mr. Dooley is accompanied by David Smith, chairman of the YouthNet Program Council, and Steven Tinsley, a student participant in the YouthNet collaborative.

Finally, we welcome Jean Ekins, of the Family Learning Center in Leslie, MI, who is accompanied by one of her students, Heather Collins and Heather's son, Kyle.

Steven, we are glad to have you here this morning. Are you missing some school today?

Mr. TINSLEY. Yes, sir.

Mr. DOOLEY. Excused absence.

The CHAIRMAN. OK. We're delighted to have you here, and we hope you'll feel at home.

Let's start with Ms. Jehl.

STATEMENTS OF JEANNE JEHL, NEW BEGINNINGS, SAN DIEGO CITY SCHOOLS, SAN DIEGO, CA; WILLIAM P. DOHERTY, DIRECTOR, BOSTON COMMUNITY SCHOOLS AND RECREATION PROGRAM, BOSTON, MA; HAROLD E. DOOLEY, PRESIDENT, KANSAS CITY METROPOLITAN YMCA, KANSAS CITY, MO, ACCOMPANIED BY DAVID SMITH, DISTRICT EXECUTIVE, KANSAS CITY METROPOLITAN YMCA, AND STEVEN TINSLEY, STUDENT; JEAN EKINS, FAMILY LEARNING CENTER, LESLIE, MI, ACCOMPANIED BY HEATHER COLLINS, STUDENT, AND SON, KYLE

Ms. Jeanne Jehl. Thank you very much, Mr. Chairman.

It is a privilege for me to be here today and talk with you about New Beginnings.

The New Beginnings concept in San Diego was initiated in 1988 when the heads of public agencies, the City of San Diego, the County of San Diego, the community college district, San Diego City Schools, and the San Diego Housing Commission began a series of discussions about their agencies' efforts to serve a growing population of children and adults living in poverty. And I would like to say that one of the major spurs for this collaboration has been those joint conversations whereby they all understand the totality of the problem.

It was clear from the beginning of the discussions that this should not be just one more project, another effort to bring special funding for a particular population of children in one school. There was a growing sense that although many agencies provide services to the same families, no single agency in the system knows them well enough to help them solve their problems, and that the school success of children depends on support from many agencies, not just the schools.

We need an institutional collaboration based on a common philosophy to begin to address the multiple problems of families and children living in poverty.

Let me give you a little bit of background about San Diego, because a lot of people think it is paradise there. San Diego City Schools, the Nation's 8th largest urban district, serves more than 121,000 students in grades kindergarten through 12. In October 1990, our student population was 37 percent white, 28 percent Latino, 19 percent Asian, most of those Indochinese and Filipino, and 16 percent African-American. More than 42 percent of the elementary student population is eligible for the Federal free and reduced-price lunch program. Twenty percent of the students are not native English speakers. More than 60 different languages are spoken in homes of student in the schools.

Other public agencies in San Diego face similar issues. San Diego County is California's second largest and the Nation's fourth most populous county with a population of more than 2.5 million. One resident in 11 receives some kind of assistance from the department of social services, and the AFDC case load is growing at a rate of 24 percent per year.

It is in this context of escalating needs that the New Beginnings Executive Committee chose to focus its efforts on prevention by working with elementary school children and their families, and sought to integrate—and I have to say, to take a step beyond co-location, or one-stop-shopping—and make the services of all the agencies into some kind of a system that would be accessible and effective for families.

The group chose initially to focus on children and families in one elementary school and selected Alexander Hamilton Elementary School, which now serves more than 1,400 students in grades kindergarten through 5, on a four-track, year-around schedule, so that there are always three-fourths of those students there, one-fourth of the student out of school.

Hamilton students are predominantly Latino, and the second population is Indochinese, with nearly 30 different languages spoken in the homes.

There is a tremendous mobility rate in this area of San Diego. About 30 percent, nearly a third of the students who attend Hamilton Elementary School in any given year, are there for less than 60 days. Although members of the school staff are eager to help families and students, the staff is plainly overwhelmed with their needs.

As an initial step, New Beginnings conducted a nine-month feasibility study. Instead of plunging directly into a project, they took some more time to find out——

The CHAIRMAN. Is that primarily agricultural workers?

Ms. JEHL. No. That is almost entirely not agricultural workers; it is problems with housing availability and with welfare assistance. This is a very urban area, a very highly dense population.

The study concluded in part that the school is a trusted primary contact point for families—they do come to the school and they do trust the school—but that a school-governed or school-owned and operated integrated services program is not desirable. Schools don't have the resources to provide needed help, and the school staff becomes quickly overwhelmed by families in crisis; that agency worker roles and responsibilities need more redefinition—they are very, very narrow—in order to be responsive to the needs of families and workers themselves.

The feasibility study provided the basis for the design of a school-based approach to services for families and children and for demonstration of that design.

The New Beginnings Center at Hamilton Elementary School will provide integrated social and health services for children attending Hamilton and for their families and health treatment services for elementary school age children. In a later phase, as soon as we can work out the funding streams issue, which is a major barrier, and I hope to talk about that, we want to be able to expand health treatment to preschool children and to prenatal care.

The center will be a welcoming place for families and students. As Janet mentioned, school registration will move to the center so that families have an opportunity to become familiar with the center and to provide an initial assessment of family as well as student needs.

A touch-screen interactive video system, developed and donated by IBM as a prototype for application in integrated services systems, will give families information about the school, the center and the community in three languages, accessible to families without regard to their level of literacy.

At the heart of the center is the role of the family services advocate—one person who knows the families well. This worker, drawn from the agency's existing work force, will provide primary, sustained contact for families with the system, information about available services, help to determine preliminary eligibility, and will work with those families. We find that no one in any of the systems knows the families. Everybody knows a piece of one individual; no one really is there long enough to help.

Each family services advocate will work with 30-40 families on a continuing basis, assisting them in finding the help they need. What we found is that no agency receives funding through current funding streams to fill this role, so we have in essence had to create our own pool of resources by bringing workers from the various agencies on a temporary basis to fill this role. There is no way through the traditional funding streams to fill this role.

New Beginnings will utilize staff from several agencies—a school counselor; a social worker from GAIN, Greater Avenues to Independence, which is the Federal jobs program in California; a children's services worker; and a social worker from a community-based organization that receives funding from the county.

The role of the family services advocate is central because many of the problems children exhibit in schools arise from difficulties in the family, and treating the child alone does not provide optimum conditions for success. Because the family services advocates will be drawn from a wide range of existing agencies and will have different areas of expertise, they will bring a broad array of knowledge.

In addition to the services full-time at the center, there will be many services of the agencies in what we call the extended team, available by phone or part-time at the center.

The New Beginnings demonstration proposed for Hamilton Elementary School is not a model to be replaced in schools throughout San Diego, but it is one approach to meeting the needs of children and families through collaboration. More important than any single model, New Beginnings focuses on guiding principles for the demonstration of collaboration. We believe we need to focus holistically on the family, not on any single individual in that family; to shift resources to provide for intensive prevention and early intervention, rather than delaying resources to the level where they are in the existing system, waiting until the problems reach crisis proportions.

The CHAIRMAN. I'm afraid I'm going to have to interrupt. We have a joint session over in the House at 11:25. I'm going to ask our chief counsel to take testimony if it is necessary for any of the witnesses to leave; otherwise I'll return around 12:10, and we'll hear the rest of the panel, and I'll ask you at that time to summarize.

Heather Collins has been very patient over there, and the baby has been remarkably quiet. As someone who has six great-nephews and nieces under the age of one, I can tell you they are not nearly as well-behaved as our witness here.

I do apologize. This is something that was just announced yesterday, as a matter of fact. If there is anyone who must leave, I'll ask Nick Littlefield to take the testimony. Otherwise, I'll be back as close to 12 o'clock as I can, and then I'll ask the remaining witnesses to summarize.

With that understanding, I'll ask Nick Littlefield to proceed.

Thank you very much.

[Whereupon, Nick Littlefield, Staff Director, assumed the chair.]

Mr. **Littlefield**. It seems to me we have a choice here. We can continue with the opening statements, which seems to me makes the most sense, because we have the written statements already which you have each submitted, plus we'll have a transcript taken by the court stenographer here, so the Senator will be able to read that. And he is also familiar, because he has read the prepared text and gone over that with all of us, so I think he has a general sense of the details of what you each will say, those of you who provided statements.

So I think what we might do is go on through the opening statements just as if you were delivering them to the Senators, and then when he returns, which will hopefully be at noon, each of you could summarize in a couple of minutes the main thrust of your testimony, and then he could engage in the questions which he has prepared, and which I think will in many ways be the most important part of the hearing in terms of the give-and-take.

The problem is that at the end of the day yesterday, they scheduled this joint session of Congress with General Schwarzkopf, and it was sort of a command performance for everybody. And Senator Kennedy will be back, but I think we should go ahead with the general statements.

Now, if anybody has to leave, I can go through the questions. I have talked to him about the testimony, and we can go through some of the questions. Do any of you have to leave before, say, 12:30 or 12:45?

[No response.]

Mr. **Littlefield**. OK. Then, if this will work, Ms. Jehl, you can just continue with your statement as if there were Senators here, and hopefully, by 12:00 the chairman will be back, and we'll summarize and then go to questions. OK?

Ms. **Jehl**. That's fine.

Mr. **Littlefield**. OK. Please continue.

Ms. **Jehl**. I was talking about the guiding principles for demonstrating collaboration. First of all, focus on the family, not on any single individual within that family. Second, provide resources for intensified prevention and early intervention, and shift the resources that are now focused, only delayed until problems reach crisis proportions. Third, utilize existing agency funding streams to the greatest extent feasible, blending funding and staff roles from participating agencies. Fourth, resist the temptation to create a project and fund it with "soft" money, as we heard about the wonderful Kramer School in Arkansas.

Institutional change is what it is going to take, and that is a long-term process that requires long-term thinking and planning.

We did, not surprisingly, identify some barriers since we are talking about barriers. Many of the barriers are in our own minds, as we've mentioned. Most of us as professionals have been trained in only one discipline—education, social work, criminal justice, whatever—and have worked in only one type of service agency. We know how our institutions work now; we are comfortable working that way. We don't know what other institutions do, how they get funded for what they do—which is an interesting point and one that we really need to work on—or how our resources can work together.

Effective collaboration begins with a broader understanding of the other institutions.

Second, there are conflicting, overlapping, confusing eligibility requirements for similar levels of services among different programs and agencies. Valuable staff time is spent determining client eligibility rather than helping families, and families are required to tell their stories again and again, with emphasis on the part a particular agency wants to hear.

We will begin in New Beginnings to develop a preliminary system for determining eligibility for multiple programs, with a single application and verification process.

Third, barriers of confidentiality keep agencies from sharing essential information about families in a professional manner. We estimate that about 40 percent of school personnel under-report suspected child abuse because once they report to the department of children's services, they can never get any more information about that child.

Fourth, existing funding for social services is focused on families in crisis. Funding sources for prevention and for early intervention, such as case management for families, the heart of our model, are extremely limited.

Fifth, I think we'll fail to develop effective collaboration if we assume any single agency to be the convener and owner of the collaboration—and this concerns me somewhat about the present legislation.

Schools are a logical location for integrated services, since they are readily accessible to families, but too frequently agencies are expected to come to the school and collaborate on the school's terms. Interagency collaboration must be seen as an extension of school restructuring with an accompanying restructuring of roles and responsibilities at the school. The collaboration must be owned equally by all participants and the community.

Sixth, the children's health treatment——

Mr. **Littlefield**. May I interrupt just on that point?

Ms. **Jehl**. Yes.

Mr. **Littlefield**. We have had discussions and testimony in previous hearings about trying to do the one-stop-shopping in other settings in addition to school. How does that work? I mean, could you actually have the services provided at a community health center or at a church or somewhere else and yet connected to the school so it doesn't have to physically be at the school, yet you'd have still the concept of collaboration?

Ms. **Jehl**. Yes, I think you can, and I think that has to be investigated particularly in areas like the school I'm talking about, which is extremely crowded. We can't assume first of all that there is a place at every school for a program like this. In California, we have some problems of regulation about where students can go for a school program that are related to earthquake safety. But if you didn't have that, or if you could get that waived—as long as it wasn't an extra layer where kids went through all of the referral and all of the processes with school staff and then went on to something else, so that you are creating another layer of services instead of integrating the services, I think it would be extremely effective. It would need to be physically close to the school and united by staffing and by shared resources so it wasn't an add-on.

It has been very difficult for us to get together the health treatment component of New Beginnings. Funding restrictions and regulations place many of our young children at risk of health and learning problems.

I think there is a very, very important role for the Federal Government. Recent educational research has demonstrated that children who live in areas where there are high concentrations of families in poverty are at greatest risk, and programs like this need to be focused in areas where there is a high concentration and bring a broader range of services to children and families in these areas. These programs must take a holistic view, not a fragmented one.

It is important, for example, to encourage the use of Chapter I funds to provide a broader range of services for Chapter I-eligible children and their families, rather than using them strictly for remediation.

Second, interagency collaboration needs to be modelled at the Federal level. Currently, funding from different agencies is subject to restrictions which place local institutions at a disadvantage. Local schools serve all children without regard to citizenship, for example, but you can't use JTPA in-school funds for students without documentation of legal status; we don't even collect that.

A pool of funding from several agencies with a single request for proposals—not a different one from HHS, and one from Education—would help practitioners develop coherent programs. And I see a real tendency to break the health-based programs from the school and welfare-based programs that says something to me about trying to educate a child with a toothache.

Third, the Federal Government in supporting interagency collaboration should resist the temptation to be prescriptive about specific participants or a process. The responsibility for services is configured differently in many States and localities. It is much more important, I believe, for the Federal Government to work on developing realistic, holistic, long-term criteria for evaluating outcomes and not tie these programs to short-term test score improvement, for example, but to provide some kind of a long-term strategy.

New Beginnings is a local effort to find answers in the midst of a national crisis. The future of our children and of our Nation will depend on our ability to find new answers and give them life.

Thank you.

Mr. LITTLEFIELD. Thank you very much.

[The prepared statement of Ms. Jehl follows:]

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TESTIMONY OF JEANNE JEHL
UNITED STATES SENATE
COMMITTEE ON LABOR AND HUMAN RESOURCES
MAY 8, 1991

Mr. Chairman, distinguished members of the committee: it is my privilege to be here today and to talk with you about New Beginnings. My name is Jeanne Jehl, and I am an administrator on special assignment with San Diego City Schools in San Diego, California.

BACKGROUND:

New Beginnings is a unique interagency collaborative involving the City of San Diego, County of San Diego, San Diego City Schools, the San Diego Community College District and the San Diego Housing Commission. The collaborative has grown because of the realization that the five participating agencies serve children, youth, and families and:

- share common clients
- need to understand the services and resources of the other agencies
- need to identify service gaps and possible duplication of services
- serve within a limited fiscal environment.

The New Beginnings concept in San Diego was initiated in 1988, when the heads of public agencies within the city and county began a series of discussions about their agencies' efforts to serve a growing population of children and adults living in poverty. These discussions soon developed a focus on the City Heights area of San Diego, an area of great ethnic diversity, high population density, and high mobility. The area also has the city's highest crime rate and the county's second highest child abuse rate.

It was clear that this should not be "one more project," another effort to bring in special funding for a particular population or the children in one school. There was a growing sense that, although many agencies provide services to the same families, no single agency in the system knows them well enough to help them

CITY OF SAN DIEGO

COUNTY OF SAN DIEGO

SAN DIEGO CITY SCHOOLS

SAN DIEGO COMMUNITY COLLEGES

SAN DIEGO HOUSING COMMISSION

solve their problems, and that school success of children depends on support from many agencies, not just the schools. Schools focus on teaching and learning, but a child has difficulty in learning if he/she is hungry or upset by violence in the family or is wondering whether the family will be on the streets by nightfall. Only an institutional collaboration, based on a common philosophy, could begin to address the multiple problems of families and children living in poverty.

SAN DIEGO AND ITS SCHOOLS IN CONTEXT:

San Diego City Schools, the nation's eighth largest urban district, serves more than 121,00 students in grades kindergarten through twelve. The student population in October 1990 was 37 percent White, 28 percent Latino, 19 percent Asian (predominantly Indochinese and Filipino), and 16 percent African American. More than 42 percent of the elementary student population is eligible for the federal free and reduced price lunch program. Although the district includes both urban and suburban areas within the City of San Diego, it is undergoing rapid demographic changes, with increasing proportions of Latino and Asian students and increasing numbers of children living in poverty. Twenty percent of the students are not native English speakers. More than 60 different first languages are spoken in the schools.

Average student achievement scores on the Comprehensive Test of Basic Skills increased in reading, language arts and math during the 1980s. Later in the decade the scores leveled off and slight declines occurred in reading scores at some grade levels. But these aggregate scores mask a serious achievement gap between higher achieving White and Asian students and their lower achieving Latino and African American counterparts. Concerns about the achievement of African American and Latino students have led to the creation of a districtwide goal to reduce the achievement gap by one-half every year, beginning in 1992. All schools are expected to engage in a process of strategic planning and site-based decision making to improve outcomes for students. But class sizes in California are the second largest in the nation, and there is little money available for discretionary or innovative programs.

Other public agencies face similar issues. San Diego County is California's second largest and the nation's fourth most populous county, with a population of more than 2.5 million. One resident in eleven receives some kind of assistance from the Department of Social Services. The AFDC caseload is increasing at a rate of 24 percent per year. In this context of escalating needs, the New Beginnings Executive Committee chose to focus its efforts on prevention by working with elementary school children and their families, and sought to integrate the services of all agencies so that they would be more accessible and effective.

HAMILTON SCHOOL AND THE NEW BEGINNINGS CENTER:

The group chose to focus initially on children and families in one elementary school in the City Heights area and its surrounding community. They selected Alexander Hamilton Elementary School, which serves nearly 1400 students, grades K-5, on a four-track year round schedule. Hamilton's students are 40 percent Latino, 24 percent Indochinese (predominantly Vietnamese), 24 percent African American, 9 percent White, and 3 percent other ethnicities. Nearly 30 different languages are spoken in the homes of Hamilton's students. The school has the highest student mobility rate in the district; about 30 percent of the students who attend the school in any given year are there for less than 60 days. Although members of the school staff are eager to help families and students, the staff is frequently overwhelmed with their needs.

To gain additional insight into the needs of the community, New Beginnings conducted a nine-month feasibility study. The Executive Summary of that study is included as a part of this testimony. The study concluded, in part, that:

- There is a need for basic fundamental reform in the way schools and government agencies deliver services to families.
- Services are fragmented and confusing to families and workers alike.
- The school is a trusted primary contact point for families, but a school-governed integrated services program is not advisable. Schools do not have the resources to provide needed help, and school staff quickly becomes overwhelmed by families in crisis.
- Crisis services for a few families with severe needs take away from solving long term problems for other families.
- Agency worker roles and responsibilities need redefinition to be more responsive to the needs of the families and the workers themselves.
- The present system treats families with less respect than they desire and need.

The feasibility study provided the basis for the design of a school-based approach to services for families and children, and for demonstration of the design at Hamilton Elementary. A chart depicting services at the Center and in the Extended Team is included as part of this testimony. The Center will provide integrated social and health services for children attending Hamilton and their families, and health treatment services for elementary school age children. In a later phase, it is hoped that health treatment can be expanded to preschool children.

The Center will be a welcoming place for families and children. The Center will be housed in three portable classrooms located on the school's playground, and remodeled to provide facilities for health services, social services, and adult education. A touch-screen interactive video system, developed and donated by IBM as a prototype for application in integrated services systems, will provide information about the school, the Center, and the community in three languages, accessible to families without regard to their level of literacy. School registration will move to the Center so families have an opportunity to become familiar with the Center and to provide an initial assessment of family as well as student needs.

At the heart of the New Beginnings Center is the Family Services Advocate (FSA). This worker, drawn from the agencies' existing workforce, will provide primary, sustained contact for families with the system. He/she will provide information about available services, help to determine preliminary eligibility, and work with families to create and follow a plan for moving toward self-sufficiency. The FSA will provide some direct counseling, and will advocate for the family with existing agencies to overcome barriers of bureaucracy and practice. Each FSA will work with 30-40 families on a continuing basis, assisting them in finding and getting the help they need. These families may be referred to the Center by the school or other agencies; they may also refer themselves. Because the FSA role is not included in any current staff job descriptions, New Beginnings will utilize staff from several agencies: a school counselor, a social worker from the Greater Avenues to Independence (GAIN--the California version of the federal JOBS) program, a Children's Services worker, and a social worker from a community-based organization that receives funding from the County. The role of the FSA is central because many of the problems children exhibit in schools arise from difficulties in the family, and treating the child alone does not provide the optimum conditions for success. Because the FSAs will be drawn from a variety of existing agencies and will have different areas of expertise, they will bring a wide range of knowledge to the team of generalists.

Other services at the Center will include expanded health examinations and immunizations for children. As institutional and funding barriers to expanded health treatment are removed, the Center will offer additional services by the school nurse practitioner. Multicultural mental health services, health and nutrition education, and the Women, Infants and Children (WIC) supplemental nutrition program will also be available at the Center. The San Diego Community College District will provide adult education, including English as a Second Language (ESL), adult basic education, and parenting education.

Through services provided by the Extended Team, families at Hamilton will be provided with a network of support that reaches far beyond the physical location of the Center. The Extended Team includes workers from all participating agencies who spend the majority of their working time in their own organizations, but work with a caseload redefined to focus on the Hamilton area. Although they may not work at the Center, they are a part of the New Beginnings Team; they will know the FSAs, the neighborhood, and the school, and will have agreed to carry the redefined caseload that brings them into touch with the community. Services provided through the Extended Team include: police, park and recreation, and library services from the City of San Diego; eligibility for public assistance, children's services, and probation department services from the County of San Diego; specialized education and school services from the school district; educational counseling, financial aid, and adult education from the community college district; Section 8, public housing and neighborhood improvement from the San Diego Housing Commission, and translation/interpretation, drug and alcohol services and youth and family services from community-based organizations.

COLLABORATION: THE CORNERSTONE OF INTEGRATED SERVICES

As an institutional collaboration, New Beginnings functions on two levels: the Executive Committee and the New Beginnings Council. The Executive Committee, composed of top executives from all participating agencies, provides and disseminates leadership for the collaboration. Each agency head has given high visibility to New Beginnings, treating it not as a project, but as a long-term organizational reform strategy to meet the needs of families and children. Each agency executive has also committed staff time to the feasibility study, the implementation planning process, and the staffing plans for the Center. The "top down" high visibility support from agency executives provides direction for internal change within each organization and permission to think and act collaboratively about agency roles and services.

The New Beginnings Council, composed of mid-level managers from each agency, has carried on much of the work of the feasibility study and implementation planning. Support from agency heads has given the Council access to information and resources throughout the organizations to investigate the barriers to collaboration including fragmentation of funding sources, conflicting service definitions, eligibility requirements, and confidentiality restrictions. Because members of the Council work as closely with staff from other agencies as they do with their own organization, they have become acutely aware of overlapping services, conflicting agency philosophies, and gaps in services. For example:

- Children in families receiving AFDC are automatically eligible for the federally-funded free lunch program. But until recently, the school district did not know which families were AFDC recipients, and families were required to complete an additional lengthy and detailed application for the lunch program.
- The school district employs school nurse practitioners, who are licensed to provide treatment for common childhood health problems with proper physician supervision. But the district does not have funds to provide physician supervision, and the school nurse now provides no treatment, only referrals to physicians. Fewer than half of these referrals result in a visit to a physician.

The New Beginnings feasibility study documented the correlation between students at risk in our schools and families in crisis: nearly half the families (48 percent) were known to two or more programs within the Department of Social Services (income maintenance programs, Children's Services), the Department of Social Services, and the Department of Housing. The feasibility study also provided insight into the number of staff positions each agency was already providing to serve the families at Hamilton, and asked a central question: **Could the agencies, working together, do a better job of helping these families and children?**

The New Beginnings demonstration proposed for Hamilton Elementary School is not a model to be replicated in schools throughout San Diego, but one approach to meeting the needs of children and families through collaboration. **More important than any single model, New Beginnings focuses on guiding principles for the demonstration of collaboration:**

- **Focus holistically on the family, not on a single individual.**
- **Provide resources for intensified prevention and early intervention, rather than delaying until problems reach crisis proportions.**
- **Utilize each agency's existing funding streams to the greatest extent feasible, blending funding and staff roles from participating agencies.**
- **Resist the temptation to create a project and fund it with "soft" money. Institutional change is a long-term process and requires long term thinking and planning.**

BARRIERS TO COLLABORATION:

The New Beginnings Executive Committee and Council members have encountered multiple barriers to collaboration during the planning process. Many of these barriers are in our own minds: most professionals have been trained in only one discipline (e.g., education, social work, or criminal justice) and have worked in only one type of service agency. We know how our institutions work now and are comfortable working that way; we do not know what the other institutions do, how they get funded to do what they do, or how our resources can work together. Effective collaboration begins with a broader understanding of other institutions.

Conflicting, overlapping, and confusing eligibility requirements for similar levels of services create unnecessary barriers for families and agencies. Valuable staff time is spent in determining client eligibility, rather than helping families, and families are required to tell their stories again and again, with the emphasis on the part a particular agency wants to hear. With foundation support, New Beginnings will investigate the development of a preliminary system for determining eligibility for multiple programs with one application and verification process.

Barriers of confidentiality keep agencies from sharing essential information about families in a professional manner. School staff are required to report suspected child abuse, but are unable to get information about location of a child who is removed from the parents' home. School officials estimate that 40 percent of school personnel under-report suspected child abuse for this reason.

Existing funding for social services is focused on families in crisis. Funding sources for prevention and early intervention (such as case management for families) are extremely limited. Many parents need training in positive parenting skills, but this training is not readily accessible to them, especially if they are culturally and/or linguistically different. Without appropriate preventive services, the number of families in crisis will continue to grow.

We will fail to develop effective collaboration if we assume any single agency to be the convener and owner of the collaboration. Schools are a logical location for integrated services, since they are readily accessible to families, but too frequently agencies are expected to come to the school and collaborate on the school's terms. Interagency collaboration must be seen as an extension of school restructuring, with an accompanying restructuring of roles and responsibilities at the school. **The collaboration must be owned equally by all participants.**

The children's health treatment component of New Beginnings has been the most difficult to implement through collaboration and redirection of existing resources. Funding restrictions and regulations place our young children at increased risk of health and learning problems.

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THE ROLE OF THE FEDERAL GOVERNMENT:

Recent educational research has demonstrated that children who live in areas where there is a concentration of families in poverty are at greatest risk of what Lisbeth Schorr, the author of Within Our Reach, calls "rotten outcomes." To break the cycle of disadvantage, programs for disadvantaged children and their families must bring a greater range of services to these areas. The programs must take a holistic view, not a fragmented one. It is important, for example, to encourage the use of Chapter 1 funds to provide a broader range of services to Chapter 1 eligible children and their families.

Interagency collaboration needs to be modelled at the federal level. Currently, funding from different agencies is subject to restrictions which place local institutions at a disadvantage: local schools serve all students, without regard to citizenship, but the use of JTPA inschool funds for students at risk requires documentation of legal status. Local agencies, like the families themselves, must carry their stories from one funding source to another, trying to patch together enough funding to help families and children. A pool of funding from several federal agencies, with a single Request for Proposals, would help practitioners develop coherent programs.

The federal government, in supporting interagency collaboration, should resist the temptation to be prescriptive about the specific participants or process for developing integrated services. Because the responsibility for services is configured differently in many states and localities, and the needs for services vary from community to community, it is important to support local ownership of the process and content of the collaboration. It is much more important to develop realistic, coherent criteria by which the outcomes of the collaboration can be evaluated.

New Beginnings is a local effort to find answers in the midst of a national crisis. The future of our children and of our nation will depend on our ability to find new answers and give them life. I am honored to have the opportunity to share New Beginnings with this committee.

NEW BEGINNINGS

A STATEMENT OF PHILOSOPHY

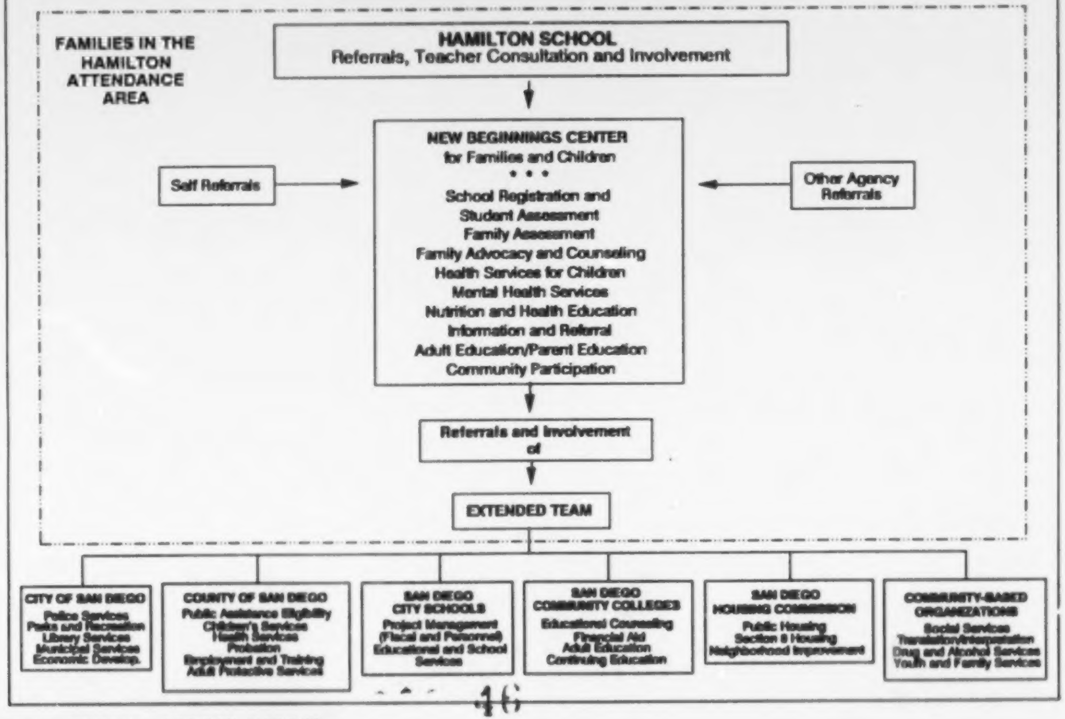
WE BELIEVE THAT

- children and families in our community are a valuable resource and their healthy development is essential to the social and economic future of San Diego;
- the number of children and families who live in poverty and are at risk of not developing to their potential is growing in our community;
- the family is the primary care giver and source of social learning; it must be supported and strengthened;
- families cannot be effectively assisted and strengthened through fragmented services provided by public agencies, including the schools, in isolation from each other;
- the best hope for helping families and children comes through early intervention and continuing developmental services;
- all public agencies in the community, including the City of San Diego, County of San Diego, San Diego Commmunity College District and San Diego Unified School District have a valuable perspective and play a critical role in supporting children and families.
- only an integrated services system involving all of these agencies and the full resources of their professional staff can meet the complex needs of children and families in our community; and
- such a system must not be dependent on short term special funding, but must represent a fundamental restructuring of existing resources.

NEW BEGINNINGS is a process for meeting the needs of children and families and ensuring a productive future for them and for our community.

Resolutions incorporating this philosophy were unanimously adopted by the San Diego City Council, the San Diego County Board of Supervisors, the Board of the San Diego Community College District, and the San Diego Unified School District Board of Education on July 23-25, 1990.

NEW BEGINNINGS SERVICES



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April 10, 1991

NEW BEGINNINGS

An Overview

New Beginnings is a unique interagency collaborative involving the City of San Diego, County of San Diego, San Diego City Schools, San Diego Community College District, and the San Diego Housing Commission. The New Beginnings approach seeks to improve services to children and families through creation of a new system focused on prevention and integrated services.

New Beginnings has been in existence since June 1988 when top agency executives from the County of San Diego initiated discussions with the superintendent of San Diego City Schools and executives from other public agencies. The initial meeting included 28 managers, representing the diversity of services provided to children, youth, and families. The group decided to focus its attention on San Diego's multi-ethnic, densely populated Mid-City area. While initial efforts focused on awareness of each agency's services in the area, the discussions inevitably turned to issues of fragmentation of services and unmet needs of children and families. It soon became apparent that the agencies serve common customers; that is, that many families are known to more than one agency and that increased communication and collaboration among agencies holds the potential for improving outcomes for families and children.

The Feasibility Study

In summer 1989, the group began to focus its attention at the elementary school level to examine the potential for integrated services to families as a means of improving lives for young children. A feasibility study funded in part by the Stuart Foundations was conducted at Hamilton Elementary School to investigate families' needs for additional services and the barriers they experience in working with the existing system. The study also took a "bottom up" look at the agencies to determine barriers to system effectiveness. Feasibility study components included:

1. An "action research" component that placed a social worker at the school to work intensively with 20 families;
2. Intensive interviews with an additional 30 families conducted by off-duty public health nurses;
3. An agency liaison study linking the school to a single point of contact in participating agencies;
4. Focus groups with agency workers, both those "on the line" and in administrative roles;
5. A data match study, electronically matching families enrolled in the school to caseloads from the Department of Social Services, Probation Department, and Housing Commission; and
6. A migration study charting the schools that students attended before and after their enrollment at Hamilton.

The feasibility study's conclusions included:

- Families need help in order to get help; the system is difficult to traverse without support and information;
- While the school setting is a good base for services, the collaborative should not necessarily be school-governed;
- Services are fragmented and are not provided from a common philosophical base;
- Most services are focused on crisis intervention; there are few resources for prevention.

With unanimous support from the governing bodies of all participating agencies, the feasibility study was accepted and implementation planning began.

Implementation Planning

Implementation planning for the New Beginnings feasibility study began in October 1990, with funding from the Stuart Foundations and the Danforth Foundation. New Beginnings is best seen first as a strategy for coordinated services, with a focus on:

- prevention and early intervention;
- focus on the family, rather than any single family member;
- repositioning and reallocation of existing resources from participating agencies;
- emphasis on adoption and modification in many settings, rather than a "project focus".

As such, New Beginnings has pioneered:

- on-line access for schools to Department of Social Services data, eliminating duplication of eligibility for free lunch;
- inclusion of parent-school communication curriculum in GAIN training;
- access to GAIN benefits for pregnant and parenting teens through communication between the school nurse and the Department of Social Services.

A demonstration center will open at Hamilton Elementary School in Spring 1991. The center will initially serve families of Hamilton's 1300 students, grades K - 5, with an expansion to pre-school children in a second phase. Services at the center will include:

- expanded school registration and preliminary assessment for all families,
- parent education and adult education classes,
- expanded health services, including Child Health and Disability Prevention,
- a team of Family Services Advocates to provide ongoing services planning, counseling, and direct services for families in need, and,

- connections to an "Extended Team" to provide supportive services from the participating agencies.

New Beginnings Goals and Objectives

Overall Goal:
Develop and test an integrated collaborative system of services for families and children which is more effective than the current fragmented system and results in an improved community environment and better family social, health, and educational functioning.

Demonstration Overall Goal:
In the first stage of the demonstration, implement the design in the Hamilton Elementary attendance area. Levels of service and target groups will be phased in to reach the full target population of all Hamilton families and their children.

Operational Goal I: Institutional Collaboration
Develop collaboration among agencies to better serve families and children through restructuring institutional knowledge, beliefs, patterns of communication, and organization.

Operational Goal II: Strengthen Family Life
Develop a service system which assists and supports families to improve their social, health, and educational functioning; enhance their community environment; and increase economic self-sufficiency.

Demonstration: Implement a program at the Demonstration Center which will assist targeted families to measurably improve specified areas of family life.

Operational Goal III: Improve Outcomes for Children
Develop a support system for children from birth to age 12 that responds to needs for healthy physical, social, and cognitive development and emphasizes prevention and early intervention.

NEW BEGINNINGS: A FEASIBILITY STUDY OF INTEGRATED SERVICES FOR CHILDREN AND FAMILIES

EXECUTIVE SUMMARY

Rationale

Thousands of children and their families face circumstances which threaten their well-being and promise only a bleak future. These families often find themselves confined to poor neighborhoods where a deteriorating physical environment contributes to the image of helplessness and despair. Many of these families rely on public assistance and other services provided by local city and county agencies.

In San Diego, government agency leadership recognized that it was serving the same children and families and that they should be allies in creating a common vision of the future for family success. Several interagency collaborations had already been developed on a small scale, and the time was ripe to build upon those early successes. New Beginnings was formed in June 1988, as a means for top leadership to engage in a new dialogue about jointly serving children and their families.

New Beginnings is a unique interagency collaborative involving the City and County of San Diego, San Diego Community College District and San Diego City Schools. The collaborative emerged from a realization that the four participating agencies serve children, youth, families and:

- share common clients
- need to understand the services and resources of the other agencies
- need to identify service gaps and possible duplication of services
- serve within a limited fiscal environment

The initial discussions led to a call for an action research project to test the feasibility of a one-stop coordinated services center or other integrated services approach. Connected to a school site, such a services center could cut through bureaucratic barriers and provide easily accessible support for families. The study was conceived as a "top down and bottom up" look at existing systems. Stuart Foundations agreed to partially fund the feasibility study in July 1989, and the project began with donated staff and services from each agency. New Beginnings leadership chose to focus on early intervention and conducted the study at Hamilton Elementary School, located in San Diego's densely populated, multiethnic City Heights area. The selection of Hamilton provided New Beginnings with an opportunity to work under conditions that are becoming all too familiar -- a school straining at maximum capacity to assist families with multiple, severe needs.

Purpose

The New Beginnings feasibility study was designed to gather information about the needs of families and the impact of services provided by local agencies and the school. More specifically, the study asked:

- How many families receive services from the county, city, or from community-based agencies funded by the county or city?
- What services do they receive?
- Are they eligible for services that they are not currently receiving?
- Is there a relationship between a family's use of social and health services and the academic and social success of their children?
- What barriers do the families encounter when they try to get help from the present system?
- What barriers exist within the system, as seen by agency staff?
- Can the service delivery system be made more responsive to the needs of families in neighborhoods like Hamilton's in a way that is integrated and cost-effective?

As originally designed, the feasibility study included three separate projects: interviews of families and students, interviews of front-line service providers from participating agencies, and a data-sharing effort to investigate the number of families in common. Agency executives felt limited by the research focus and requested a more action-oriented approach. As a result two additional projects were conducted in order to learn more about the current system: placing a social worker at Hamilton to work with families, and creating a system of agency liaisons to help outside agencies be more accessible to Hamilton staff. A study of Hamilton family migration patterns was added to gather information about the highly mobile population. Despite the multifaceted nature of the study, all project components were completed within a short timeline.

Component	Timeline for Completion
Focus Groups of Agency Workers	January to April 1990
Agency Liaison Network	November 1989 to April 1990
Case Management Study	January to March 1990
Family Interviews	February to March 1990
Data Match	March 1990
Migration Study	March 1990

The following information provides a summary of findings from the study, reaches conclusions from those findings, and suggests a system of integrated services for children and families.

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I. NEED FOR REFORM

FINDINGS: *Families are unaware of services, or of their eligibility for services. They can only use what they know.*

Families need help in order to get help. The system is difficult to traverse without support and information.

CONCLUSIONS: There is a need for basic, fundamental reform in the way schools and government agencies deliver services to families.

IMPLICATIONS: This reform will require new ways of thinking about the needs of families, the roles of agency workers, eligibility determination, the focus and process of service delivery, and allocation of funds.

It will require consistent, strong support at the highest administrative levels.

II. ROLE OF THE SCHOOL IN COLLABORATION

FINDINGS: *Families see the school as a place to get help.*

Being identified with the school helped the Family Services Advocate and the County Public Health Nurses to gain initial access to families.

Schools quickly become overwhelmed by the multiple needs of families.

CONCLUSIONS: The school setting is a primary, sustained contact point for working with families. However, a school-governed integrated services program is not advisable.

Governance by any one agency might inhibit maximum cooperation; the new system could be viewed as just another project.

IMPLICATIONS: The center of services will be shared: all are in the hub.

All participating agencies need to form a network to keep families from falling through the cracks.

III. NEED FOR A COMMON PHILOSOPHY

FINDINGS: *Families must go to several agencies to solve multiple problems, or to receive help with multiple pieces of one problem.*

For example, one family may need food stamps, special education testing, amnesty classes, and police protection. Each is obtained from a separate agency governed by different institutions. Families are often unaware of the distinctions among agencies.

III. NEED FOR A COMMON PHILOSOPHY (cont'd)

Differences in philosophy make cooperation difficult. Schools are required to report suspected child abuse, but Child Protective Services cannot share information about the children's placement with them. School staff often lose contact with the children if they are removed from their parents' home. For that reason, school officials estimate that 40 percent of school personnel under-report suspected child abuse.

CONCLUSIONS: What appears to be one single system to families is really a fragmented set of services.

IMPLICATIONS: **In order for a cohesive system to exist, participating agencies must have a shared, integrated philosophy which stresses prevention and early intervention, agency collaboration and a focus on working with families rather than on individuals.**

A case management approach would provide coordinated access to services.

IV. PRIORITY OF CASELOADS

FINDINGS: *Over 60 percent of all Hamilton families are involved with County Department of Social Services, and Probation, or City Housing Commission. About 10 percent of all families are known to four or more programs in these agencies.*

Crisis management for a few families in chronic need takes away from other families with very important needs.

CONCLUSIONS: The worst cases are the target of most spending.

IMPLICATIONS: **The cornerstone of a shared philosophy must be a priority for prevention and early intervention services.**

V. NEW ROLES FOR AGENCY WORKERS

FINDINGS: *Workers are frustrated with the narrowness and inflexibility of their roles.*

Workers feel dehumanized in their job roles, similar to the families involved.

Workers see generations of recurring problems in families and feel helpless to "break the chain".

V. NEW ROLES FOR AGENCY WORKERS (cont'd)

CONCLUSIONS: Agency workers need and want feedback and a sense of accomplishment about their work.

Worker roles and responsibilities need redefinition.

Expanding staff roles and job descriptions can release the energy and creativity of front line workers who are presently stifled by their systems.

IMPLICATIONS: **Workers should become family advocates, working more intensely with fewer numbers of families. They need more authority and flexibility in determining when cases are opened, what services are rendered, and when cases should be closed.**

To increase their knowledge base, workers should be encouraged and rewarded for cross-training and placement in agencies other than their home agency.

VI. CHANGES IN POLICIES AND PROCEDURES

FINDINGS: *Families must carry their life stories around to several places. Each agency only wants one part of the story.*

Workers who must handle case files manually are unable to be efficient. "Paperwork inhibits social work."

CONCLUSIONS: Eligibility procedures which are complex and agency-specific create barriers for families.

Present funding mechanisms require agency specialization so that problems are being addressed instead of people.

Lack of data sharing among agencies, workers, and families prevents optimal service.

IMPLICATIONS: **A common eligibility process should be developed, with one central point of contact for families.**

Funding needs to be flexible enough to allow for appropriate services, whether specialized or general.

Waivers, policy changes, and staffing changes may be necessary to provide funding flexibility.

Legal means must be developed to allow workers to share pertinent information about families with other agency staff.

VI. CHANGES IN POLICIES AND PROCEDURES (cont'd)

Technology upgrades are needed to enhance communication among agencies.

VII. RESPECT FOR DIFFERING PERCEPTIONS OF NEEDS

FINDINGS: *Families see themselves in better overall condition than agency personnel see them, but they are plagued by short-term problems.*

Service providers see families as having many long-term needs.

CONCLUSIONS: Discrepancies exist between family and line worker perceptions of existing needs and barriers.

IMPLICATIONS: **The emerging system must address both groups of needs. One cannot be addressed to the exclusion of the other.**

VIII. INCREASED INPUT FROM FAMILIES

FINDINGS: *The most common need expressed by families was for personal care for their children.*

Families want to be listened to and feel valued in their interactions with agencies.

CONCLUSIONS: The present system treats families with less respect than they desire and need.

IMPLICATIONS: **The new system should provide a network of services with a minimum number of staff working with each family.**

The system should have continuity and stability, allow for multiple entry and exit points, and accommodate human and cultural differences.

IX. DETERRENTS TO MOBILITY

FINDINGS: *Families must start over again to secure services when they leave the area, even though the move may have been a positive one.*

In 1987-88, only 40 percent of the children attended Hamilton from day 5 through day 175 (almost the full year). Twenty-three percent attended Hamilton and one other school during the year.

CONCLUSIONS: Family mobility is a serious barrier to receiving services.

IMPLICATIONS: **Institutions and agencies can compensate for family mobility by developing flexible service area boundaries.**

Continuity of services must be given a high priority by service providers.

New Beginnings Approach to Integrated Services

The New Beginnings approach to Integrated Services for Children and Families is based on an analysis of funds spent by each participating agency on services to families in the Hamilton area. It represents a fundamental restructuring and reallocation of public funds to an interagency system. It empowers agencies' staff through increased problem solving and deeper involvement with children and families.

The New Beginnings approach will provide services to families with children who live in the Hamilton attendance area, including those whose children attend Hamilton or other public schools and those with children ages 0-5, who may be referred from participating agencies. The New Beginnings approach has three levels:

Level One. THE SCHOOL is a primary source of referrals and an integral part of the system. Classroom teachers refer children who are experiencing academic, behavioral, attendance, or health problems. Ongoing communication between the teacher and Center staff forms a vital feedback "loop" to assess whether services are having a beneficial effect on the child. Teachers receive intensive training on problem identification and supportive techniques in the classroom, as well as awareness of the roles and services of other agency staff. The school is closely allied to the Center and shares staff with it on a part-time basis for an expanded student registration and assessment process.

Level Two. THE CENTER is a separate building on the Hamilton site or adjacent to it. It provides two levels of services for families: an expanded student registration/family assessment process for all families, and service planning, ongoing case management and some health services for families who need prevention or early intervention services.

At the Center, families will also be able to receive direct services: initial eligibility screening, school registration and assessment of students for special program referrals to parent education and other self-help services, and some health services: physical examinations, immunizations, and treatment for common childhood conditions. The school nurse practitioner, under the supervision of a licensed physician, will work in an expanded role, including treatment.

Level Three. THE EXTENDED TEAM is an integral part of the New Beginnings approach. As members of the New Beginnings Extended Team, line workers continue in their home agencies and usual job roles, but take on a redefined case load focusing on Hamilton families. Extended team members might be found, for example, in the City Housing Department, the County Departments of Probation and Social Services, and on the staff of community-based organizations, but they all concentrate their work with Hamilton families as part of the New Beginnings Team.

Recommendations for Next Steps

Top leadership of the New Beginnings partnership institutions is committed to the level of institutional change and collaboration required to demonstrate the viability of integrated services for families. In the midst of possible state budget cuts that threaten to pit one institution against another, the New Beginnings partners are resolved to forge ahead with the cross-agency teamwork and thoroughness that has been the hallmark of this feasibility study.

New Beginnings is recommending that implementation begin in the Hamilton Elementary School attendance area. Implementation should be undertaken in four phases:

Phase	Timeline
1. Development of implementation plan	Completed by December 1990
2. Start-up activities	Completed by February 1991
3. Demonstration period	March 1991 through March 1994
4. Evaluation cycles	Annually beginning in 1992

Mr. **Littlefield**. Mr. Doherty.

Mr. **Doherty**. Thank you, Mr. Littlefield.

I'd like to express my appreciation for being invited to speak today as a representative of Mayor Raymond L. Flynn of the City of Boston and the young people of the City of Boston.

The importance of linking critical neighborhood-based human services to the public schools in order to help children and youth stay in school and succeed cannot be understated. In Boston there are several creative programs underway that tie social services, health and mental health, parental support, literacy, child care and advocacy services to the public schools. However, they all have one thing in common: They are too few and underfunded.

Legislation like S. 619 is needed to bring the financial resources to the human efforts being made by dedicated teachers and social service professionals to keep our youth in school and provide them with quality educational opportunities. Boston Community Schools, as the City of Boston's lead human service and youth service agency, with 38 centers in the City of Boston of which 22 share school buildings and all of which are controlled by neighborhood community school councils, offer three programmatic examples of how the linkage of supportive human services to educational services enhances the potential of high-risk youth completing their education.

While all three programs serve similar populations—young people of the inner city, mainly from single-headed households, many on public assistance, subject to substance abuse, teen violence, gang involvement and early pregnancy—each program's approach to tying service provision to the public schools is different.

Let me begin my presentation with a fairly inspirational vignette about one of our participants.

Jerome was referred to the Back to School program in August of 1990 by the guidance counselor at the Wheatley Middle School in Boston. While attending Wheatley, Jerome performed well academically, but because of the Boston public schools' promotional policy requiring an 85 percent attendance rate, he failed for the academic year as his attendance rate was only 64 percent.

In September of 1990, Jerome's family—his mother and two siblings—became homeless and for 2 months stayed with a variety of family members in a number of locations.

In November they were placed in a shelter motel in a city north of Boston.

Despite this placement and the commute it involved, Jerome maintained an 86 attendance rate at his back-to-school site. In December, the family was located in a subsidized housing unit in Boston.

Jerome's academic performance for this year has merited him the honor roll for all three terms, and his attendance rate has gone from 64 percent to 86 percent. Because of his determination and cognitive ability, the Back to School staff advocated for Jerome's admission to Milton Academy, an academically demanding private residential secondary school, and he has been accepted.

The journey from homeless/out of school, to "A" student, and acceptance and possible entrance into the prestigious Milton Academy is testimony to Jerome's strength of character and perseverance in the face of debilitating obstacles. However, it is also testimony to the existence of an alternative education model like Community Schools' Back to School program and the services that that model brings to Jerome and his family.

Back to School is an alternative middle school program that works with 12-15 year-olds whose personal, educational and family histories make them prime candidates for school dropout. Back to School is four classrooms, 15 students each, taught by two teachers and supported by a human service advocated, located in different neighborhoods of the City of Boston.

Back to School is accredited by the Boston School Committee—remembering that these are young people under 16 years of age and therefore they must be enrolled in school—funded with City of Boston operating funds, housed in a public housing development, a municipal building, a recreation center, and a separate classroom in an elementary school.

The goal of Back to School is to remove youth at risk of dropping out from the traditional public school, provide them with educational remediation, address the personal or family problems that place them at risk, and return them to the public schools to complete their education. Back to School students remain in the program for one to 2 years.

A profile of a Back to School student generally describes a youth who will drop out: over-age for grade level, previous educational failure, spotty to low attendance, perhaps court-involved, with experience in substance abuse, and from a dysfunctional family.

Back to School services are delivered through a "case management" modality. Each student's educational plan includes a social service component. Teachers and the human service advocate work as a team, in and outside the classroom, to educate and support the student.

The role of the human service advocate is unique and critical. This member of the staff "brokers" support services needed by the youth with other agencies and assures that they are provided. These services may be legal services, health services, mental health services, housing services, or social welfare services. Whatever they may be, their provision is essential to addressing the noneducational problems that impede the learning potential of the student. The existence of noneducational problems has induced school failure. Unless resolved, they will force school dropout.

Ninety percent of the students who enroll in Back to School remain in the program and return to the public schools. Daily attendance in Back to School classrooms ranges from 87 percent to 93 percent. Most Back to School students return to the public schools at a grade level two grades above where they left.

City Roots is an alternative high school program that serves young people 16-21 years of age. All City Roots students have dropped out of school. Some may well have remained in school if a program like Back to School had existed when they were in their middle school-age years.

City Roots provides youth with basic skill remediation and prepares them for a GED. During his or her stay in City Roots, the student receives job-readiness skills, life skills, job development services, and a host of support services.

City Roots is organized similar to Back to School. It is neighborhood-based classrooms, located in nontraditional learning environments, staffed by two teachers and the essential human service advocate.

A profile of a City Roots student parallels that of a Back to School student, except that these young people are older, more likely to be court-involved and users of drugs and/or alcohol; during this program year, one-third already are or are about to become parents. Again, for these young people, the key to the completion of their education—finding a job, entering a skill training program, or going to college—is the resolution of those problems that forced them to drop out of school.

The City Roots answer is that of Back to School: Link the student's educational effort to support services. If attendance in the program is predicated upon the provision of child care, help the student find child care. If there are problems with the courts, work with the probation officers to facilitate resolution of the problem. If housing is necessary, or public assistance, or family mediation, assist the student to find the agency or organization to address the need and access the service. This is the role of the City Roots' human service advocate.

Last year, 66 percent of City Roots students graduated with a GED; 51 percent found jobs; and we are proud to say that 73 percent entered college or a skill training program. For 14 years, City Roots has achieved similar successes.

In 1987, Joseph was an honor student at Dominic Savio High School, a Catholic high school in East Boston. He had plans for college and dreams to make a special future for himself and his family. His dreams were shattered when his father was arrested for the use of drugs and subsequently imprisoned. His mother was unable to pay the school tuition, and Joe was forced to leave.

The family situation declined even further when Joe's mother began using drugs as a means to cope with her depression. Joe was forced to work and live on his own. He moved from one family member's home to another, trying to regain a sense of hope. Joe fell into a deep depression, and his self-esteem spiraled down.

Finally, a cousin who had previously graduated from City Roots recommended that he enroll. He did. Joe became an honor student. He graduated with the class of 1988, was accepted into Bunker Hill Community College, where he is studying business, and is now employed by Boston Community Schools as a human service advocate for the City Roots program.

City Roots provided Joe with the emotional support he needed during his period of crisis. During his stay in the program, Joe was able to regain his self-esteem and find a positive work environment which allowed for his studies. His role in City Roots now provides students who are experiencing equally difficult times with a positive role model.

The Winners' Circle program is another example of the benefits achieved when public education is enhanced by support services. Unlike Back to School and City Roots, which are housed in nontraditional educational settings, Winners' Circle utilizes both the public school and the after-school program to build a "surround care" program for the students.

Youth enrolled in Winners' Circle receive services from 7:30 a.m. to 6 p.m., with some young people still at the community school program until 9 or 10 at night. Funded by a grant from the U.S. Department of Health and Human Services, Office of Substance Abuse Prevention, the Winners' Circle program, recently cited in two Boston Globe editorials as a program that works, links a middle school with an after-school program.

Winners' Circle staff is paired by the public school and the community school after-school program with the public school staff person coordinating an in-school "student support team", and the community school program staff implementing an after-school program with tutoring, enrichment, recreation, and intramural sports.

The in-school student support team coordinator assumes the role of the human service advocate found in the Back to School and City Roots programs. Administrators and teachers in the public school identify youth at risk. The in-school student support team provides in-school services to the youth. The Winners' Circle in-school coordinator coordinates the services and identifies additional services provided by other agencies that are needed by the youth, and accesses these services for him or her and their family.

The in-school student support team coordinator is the link to the community school after-school program. He or she works with the community school staff to develop an after-school program for that youth which complements those services delivered during the school day by the public school staff and external agencies.

Winners' Circle is a broad, aggressive collaboration which recognizes that for some youth and their families only the most ambitious, well-coordinated delivery of services, provided round-the-clock, is the answer to school failure and public school dropout.

The Winners' Circle program is in its first year of operation. Therefore, concrete data on the program is not available. However, anecdotal evidence provided by classroom teachers testifies to the effectiveness of the program. Teachers State that student attitude toward school is better, and that classroom performance has improved.

You may ask: You have described three model programs successfully implemented, funded with various resources, effectively combatting the incidence of school failure and dropout—why are you here today, outside of the invitation, of course?

My answer is this: These are three small programs, underfunded and understaffed, that work because of dedicated staff, resourceful program administrators, with program participants who are willing and able to accommodate program limitations because their need is so great. There are 19 middle schools in Boston, with 11,666 students, 952 of whom are at high risk of school dropout because they are over-age for grade level and/or have been retained one or more years in-grade due to academic failure or low attendance.

Back to School has 60 seats available annually and Winners' Circle, 105. A similar picture exists for high-risk high school students and school dropouts. In 1985, in response to a dropout problem approximating 50 percent of a graduating class, Mayor Flynn initiated his alternative education initiative, a $2 million a year program designed to provide educational opportunities to school dropouts. Three hundred and thirty seats were created in nonprofit agencies, including Boston Community Schools, to develop programs like Back to School and City Roots. Last year, 1,792 students in grades 9 to 12 dropped out of the Boston public schools.

I am here today because the need for Back to School, Winners' Circle, City Roots, and like programs that we have heard about today far outstrips the availability of said services.

I realize what I am about to propose may sound unreal, especially in the current climate of "downsizing government" and "no new taxes". However, the reality of the problems that urban communities confront in trying to educate their youth and keep them in school is unprecedented. It may be fashionable to say that enough money is available to public education to provide quality educational opportunities for all, and that new initiatives to battle new problems should be found by reallocating current resources or finding volunteers to do the work. These sentiments are unreal.

Local government is strapped for money, and volunteers in no way can substitute for professional staff, trained specifically to work with troubled youth and their families. The role of the Federal Government can be to provide local government and community-based agencies with the additional financial resources they need to fight school failure and dropout.

One last item. This past year, Mayor Flynn filed the Massachusetts Family-School Support Program for consideration by the Massachusetts legislature. Unlike some of the other programs described, the Family-School Support Program would not wait for problems to start before providing an extended day or support services program that would give youth a safe place to study and play and would develop school-based family support programs that would provide one-stop access to a full range of city services for families, including adult education, job training, family counseling and prevention health services. A copy of this bill is amongst the backup material.

However, given our State's financial crisis it has little or no chance, but we continue to try to help our younger citizens

I have also provided for staff, Mr. Littlefield, two backup books to give you additional information and the Senator additional information on the programs that we run.

Thank you very much.

[Additional material submitted by Mr. Doherty follows:]

[From the Boston Globe, Sunday, May 5, 1991]

Questions about a killing

The report that one of three teen-agers arrested in the shooting deaths of two other youths last month was allowed to go free in another case just days before the killings spotlights the substantial value that could accrue from developing a comprehensive effort to monitor Boston's troubled youths.

The circumstances of the release of the youth allegedly involved in the killings of Korey Grant, 15, and Charles Copney, 11, are obscure because the case was handled behind closed doors in juvenile court. However, unnamed sources told the Globe's Brian McGrory that the youth had been arrested in an earlier armed robbery and that both a social worker from the Department of Social Services and a probation officer recommended that he be committed to the Department of Youth Services for incarceration.

The judge, Paul L. McGill, quite properly refused to comment on the case because it was a juvenile matter. He did note, however, that under state law, high bail, possibly leading to incarceration, could have been set only to ensure the youth's appearance at subsequent court proceedings. He suggested that state law might be changed to allow judges more leeway to hold youths judged a danger to society.

Such a change would open the whole can of worms associated with the issue of preventive detention and is not likely to be quickly enacted in this state.

But that does not preclude other approaches. Once the youth was released, what happened? Was there any effort by anyone to reach him? Was he in school or out? If he was out of school, did the school tell anyone he was absent? Was there any suggestion that he was talking with others about getting revenge against Korey Grant, who apparently was the target of the double shooting? Or once the youth walked out of juvenile court, was he "lost" until his arrest in the double murder?

We believe, as we argued at length last week, that in a city of Boston's relatively small size, it would be possible to monitor the lives of troubled youths – to set up a system based in Boston's schools to bring together school and community school personnel, street workers, social-services representatives, law enforcement personnel and others in a comprehensive effort to steer such youths toward help when appropriate and away from danger and criminality when possible.

Such a system, we believe, would stitch together the activities of the thousands of people who are working daily on the complex social issues that underlie the youth violence in Boston. A model of how such a program might work, known as the Winner's Circle, exists in several city schools, but it is not in place across the city. For an annual expenditure of about $6 million – in a municipal budget of $1.3 billion – we believe a comprehensive system could be established and operated.

We have no idea whether it might have worked in this particular case, whose details are not publicly known; and, of course, no such effort would be a panacea. But the youth involved was known to the system and was believed by some to be a danger just days before the killings. Someone should – and could – have been seeking to engage him

To stem the violence

"I knew this was going to happen. The cops knew the street was hot."

– A neighbor of 11-year-old Charles Copney, shot to death while he played in front of his house nine days ago.

Boston, while no less violent than the nation's urban megacenters, is a small city.

Boston is, or ought to be, manageable.

It is instructive that Mayor Flynn knows at least one of the three youths arrested in the murder earlier this month of Charles Copney and 15-year-old Korey Grant.

Boston is small enough that it should be a place where no troubled youth is unknown, lost – out of touch with or untouched by the extensive array of school, health, law enforcement and social agencies. In fact, virtually every youth in the city does have contact with one or another of these agencies.

What is needed is a comprehensive, coordinated effort to eliminate bureaucratic and turf boundaries and to draw together, in a solid coalition, all appropriate agencies to monitor the lives of the city's troubled youth, to send them for the help they need, to intervene when they stand on the precipice of danger.

The challenge before the mayor, the School Committee, the city's social agencies, the business community and area universities is to produce the revenue and the manpower to establish the network necessary to engage the city's troubled youths and to stem the violence that is ravaging neighborhoods of Boston.

It has been obvious for at least 25 years that the social transformation necessary to eliminate the conditions that nurture the culture of urban violence requires a massive federal effort. A nation that can spend $70 billion on a problematic war in a faraway place could mount that effort. But Boston cannot simply stand back and complain about Washington's inaction as the death toll on its streets mounts.

Commitment and coordination

A commitment from City Hall and the school system to spend $6 million a year (the City Hall and school budget exceeds $1 billion) would provide the resources necessary to make the effort. It would allow the establishment of a youth-services coordinator in each of the city's 120 public school buildings.

That coordinator would be responsible for bringing together the resources of that school, of the community schools in the neighborhood, of health agencies, of drug programs, of area housing projects, of youth workers, of the Boston police and the school police, of churches, and of local social-services and recreational agencies, and focusing on the needs of every troubled youth in the city.

The shooting that led to the deaths of Charles Copney and Korey Grant were the outgrowth of a fight two weeks earlier. Trouble was brewing and people knew it – but, apparently, not the right people. Surely, if the right information had gotten to the right people, intervention was possible. Although Copney was an innocent and unintended victim, police believe the shooting of Korey Grant was not random.

In recent days, information about possibly serious violence at Charlestown High reached the School Department in a circuitous but fortuitous route. Superintendent Joseph McDonough went to the school to defuse the situation himself. He apparently was successful.

Not many weeks before that, city youth workers, again using informal channels, were able to get back into a school in Hyde Park a youth who was set to drop out because he felt he was doomed to fail because of extended absence.

The Winner's Circle model

Such coordination and intervention should not be on a catch-as-catch-can basis. And it need not be.

A model for the collaborative effort exists in several city schools. It is called the Winner's Circle program, and it was initiated in city schools and community schools by the mayor's Safe Neighborhood Program. In each of the participating schools a student-services coordinator brings together representatives of the school, the local community school program, social-services agencies, the police, the school police and others to discuss the progress and problems of students in that school: to monitor their academic performance, to make sure appointments are met, to review what is known of their domestic situations, to analyze their physical and mental health, to assess any law enforcement issues.

The programs have been successful. Around one school, the Tobin on Mission Hill, the program is credited with reducing the drug traffic. There is solid evidence that the effort actually reduces costs by channeling students to the right classes before problems become so severe that high-cost special-education alternatives – the budget-busters of the city school system – are required.

The one element missing in the Winner's Circle program is a formal tie-in with the city's corps of 80 street workers. Such a linkup would broaden the reach of the program by speedily identifying impending street-level violence and creating the possibility of a connection to youths not in the public schools.

With that added element, the Winner's Circle concept, expanded citywide from the handful of schools that now have it and financed on a predictable and regularized basis, could provide the network to reward the triumphs and address the troubles of Boston's youths, to steer them toward opportunity and away from the problems that so often produce violence.

An annual appropriation of $6 million would finance the establishment of a Winner's Circle program in every school in the city. Although most of the money would come from City Hall and the School Department, the effort might well be operated by an outside entity, much like the Private Industry Council, the union-employer consortium that oversees college- and job-placement services in the schools. In fact, the PIC might expand its role and become the entity to operate the Winner's Circle effort.

Such an effort would allow the hiring of fresh, energized talent committed to the work; it would not require a reliance on school personnel who are neither trained for nor enamored of the task.

Area universities, both public and private, might agree to tuition waivers for students who agree to work in the program for, say, four years upon graduation. This could facilitate the development of a pool of recruits to serve as in-school youth-services coordinators and to expand the city's brigade of street workers.

Because of the extensive school busing in Boston, various agencies across the city are likely to have contact with the same youth; a coordinated effort ultimately must go beyond the agencies situated around any given school. A $6 million appropriation would include sufficient funds for the establishment of a computer network that – with due attention to safeguards of confidentiality – would allow for the monitoring and tracking of Boston youths. It would allow the building of networks among the various agencies on a citywide basis. It also would facilitate the development of training programs for all participants.

Stitching the efforts together

There was a time when families and extended families – neighbors and shopkeepers, churches and community groups – formed a natural network to provide counseling and guidance to youths, directed them to opportunity and help and steered them away from trouble and violence.

But in urban America those days are gone. The broader society – through the agency of government – must now shoulder those tasks.

The common-sense quest to get guns off the street has to be pursued vigorously. There must be a sustained educational effort to attack the culture of violence that pervades city streets, as Deborah Prothrow-Stith and Howard Spivak argue compellingly on the op-ed page today. The pressure for a sustained national attack on the persistent problems of poverty and despair must be unabated, the implicit point in Judge James W. Dolan's powerful piece on the op-ed page.

In the meantime, every effort must be made to help youths cope with the world as they find it. Right now, thousands of hard-working people in Boston grapple with that task every day.

But their labors are too fragmented. They must be stitched together into a coordinated effort. In a city the size of New York or Los Angeles, such a plan might be unthinkable. In Boston, it is doable. The city has the resources. It needs to find the will.

Boston must move together now to stop the violence and end the killing.

BEST COPY AVAILABLE

Mr. **Littlefield**. That is very, very helpful and interesting.

Let me ask, as we shape the legislation that we're going to build on the bill that has already been filed and file additional legislation, to really shoot for a much bigger program here, we are facing budget problems here in Washington, and I know you've got terrible problems in my home State of Massachusetts—so we've got to figure out how to ge $2 billion more for Head Start, we've got to get more money for health care, and Senator Kennedy and others on this committee are working in all these areas. In this area of coordinated services, which we know is one of the key elements if we are to reach the education goals, one thought that we've had is that if we provided funds—it would be limited funds, probably in the $100 million range—to States and cities as incentives, we would provide the funds to set up the programs but not actually to fund the services, if you will—we would provide the money to organize the programs, but not to actually pay for the social workers, pay for the services. What would that mean in Boston? Would that mean simply that it wouldn't do you any good? And that might not be the case in other States. In other words, we would set up some minimum standards so we could encourage all the different kinds of programs that you have talked about and that other programs have talked about to happen, and it would be money basically just to enable the administration part to go forward, but not to actually—because to provide the services would be a whole vast new undertaking, which when we're talking about Head Start and health care and a whole series of other initiatives, I'm just not sure it is realistically going to be there. So I want you to know what our thinking is now and to react to that.

Mr. **Doherty**. My general reaction—and I'd need to see how you would write the legislation—I think the last thing that the kids that I'm talking about and that my department deals with—and these are gang members, urban terrorists in some cases, but also some extraordinarily nice kids who just need a break and need somebody to work with them—the last thing they need is an additional level of administrative bureaucracy. What they need is program money and somebody working with them on the streets and in the facilities, whether that by a community school or a "Y" or——

Mr. **Littlefield**. You've got the programs. You have already got the programs.

Mr. **Doherty**. That's right.

Mr. **Littlefield**. Some places around the country don't even have the programs. You need to expand the programs.

Mr. **Doherty**. What we need to do is expand the programs.

Mr. **Littlefield**. Some places need to develop the programs; we have to get the word out about how the kinds of programs you are talking about can work. I am just trying to speak realistically here about what may be the limits of our potential at this point.

Mr. **Doherty**. The other bell that went off in my head when you said that was moneys to the State.

Mr. **Littlefield**. Yes—we can work that out.

Mr. **Doherty**. Direct funding to cities and towns—in my estimation, representing a large city—is the thing that works. I think the last thing we need is like what happened with the child care money, where that money went to the State, and the State used it to replace the money that it was cutting out of its budget.

Mr. **Littlefield**. Well, the money hasn't started flowing yet, but it is about to.

Mr. **Doherty**. Well, when it does, that is what will happen. And the problem is the child care advocates within the Commonwealth most likely will not say anything about that because you either lose it one place and gain it another place; either way you are going to come out at the same place, and that is there is going to be a cut in child care within Massachusetts. But that is a localized problem in Massachusetts.

Ms. **Jehl**. Could I respond to that quickly?

Mr. **Littlefield**. Sure, and then I want to get to Mr. Dooley and to the rest of the panel.

Ms. **Jehl**. I think it is important for the agencies to look at the money they are already spending and how it is being spent and what restrictions they have on spending it. There is no doubt that we need more money. The most important thing to work on in an integrated system, though—and that is more than one-stop-shopping, that is more than putting people doing what they are doing now in the same place—is what are the restrictions on spending money in a way that will help people.

Our feasibility study showed that more than $5.5 million in benefits and administrative costs are flowing from the department of social services to families in that one school, half a million dollars in administrative costs. And it is only when we look at can we spend those administrative cost moneys differently and provide somebody to know and listen to the families rather than somebody just to say you are eligible or you are out, and shape the roles differently within the money, I think that the is only way we are going to make significant changes.

Mr. **Littlefield**. Mr. Dooley.

Mr. **Dooley**. Thank you.

I very much appreciate the opportunity to testify today concerning YouthNet, which is an innovative and effective youth development collaboration established by the YMCA and 11 other inner city, youth-serving agencies in Kansas City, MO.

I am accompanied to my left by David Smith, who is the YMCA's district executive with the Kansas City YMCA, and also the chairman of the YouthNet Council which represents all the 12 youth-serving agencies, and by one of our YouthNet participants, Steven Tinsley.

Before discussing YouthNet, I would like to commend the committee for its interest in legislation to encourage the establishment of more integrated community-based systems of youth and family services.

As the Kansas City YouthNet experience makes clear, effective collaboration among youth-serving agencies with strong emphasis on outreach and prevention significantly enhances the effectiveness of services to high-risk youth.

YouthNet began in 1988 as a Kansas City response to the threat of drug gangs from Jamaica and Los Angeles. As civic leaders raised money locally and approached youth service professionals, they designed programs and, within a short period of time, a comprehensive program out outreach, prevention and intervention was on the streets.

This initial program was a pilot program for the summer. YouthNet targets youth aged 11 through 16 who are not currently involved with any other youth-serving agency. Among YouthNet participants, 98.5 percent are from low-income families, 61.5 percent are from single-parent families, 61.6 percent have dropped out of school or consider themselves dropout risks, 19.2 percent have engaged in recent violent behavior, and 10.6 percent are children of substance abusers.

YouthNet's goal is to enable these high-risk youth to avoid substance abuse and gang involvement and to stay in school. YouthNet seeks to accomplish this goal through three principal program components. They are outreach, counseling and youth development activities.

As one component, outreach, YouthNet's specially recruited and trained outreach workers seek out high-risk youth in parks, on playgrounds and on the streets, and YouthNet outreach workers are information and service brokers, role models and friends. They work with school counselors, teachers and parents to ensure that YouthNet participants get the services and support they need.

The other component, counseling, YouthNet's full-time professional counselors are available to work with all YouthNet participants and their families to improve behaviors, resolve conflicts, treat emotional problems, and improve development of self-esteem.

YouthNet counselors, like outreach workers, are mobile, treating youth at the various agencies, in schools, in homes, and also on the streets.

The last component, youth development activities. YouthNet agencies offer a wide range of positive development activities for high-risk youth, cultural arts like drama, dance, visual arts, music, development, self-expression and creativity are a few; sports, including volleyball, basketball, track and field promote fitness and team work, and special events like field trips, sporting events and cultural events and social activities expand the youthful horizons to stimulate a sense of belonging to a community.

Through these programs, YouthNet in 1990 served nearly 8,000 young people. In all these programs, YouthNet staff work closely with school counselors and other staff of the schools.

The strong and growing community support for YouthNet is evidenced by the growth in YouthNet's budget from $221,000 in 1988 to $715,000 in 1991. This $715,000 budget fund represents new resources mobilized by YouthNet, not a reallocation of YouthNet agency's pre-existing budgets, which is a key and important factor.

YouthNet's support comes from a large and diverse group of area businesses and foundations; Kansas City is a great community and a great place to have those kinds of resources.

While YouthNet is still "work in progress", based on 3 years experience with YouthNet, several lessons emerge on how to better serve high-risk youth.

First, the collaboration can yield major gains through integration of effort, sharing of facilities and expertise, training and administrative costs, and joint fundraising. However, successful collaboration takes commitment, time, careful planning and resources.

Second, in serving high-risk populations who almost by definition are disconnected from traditional service systems, it is indispensable to have aggressive outreach, specially trained staff who can establish long-term relationships with and broker services for youth and their families.

And finally, effective integrating of prevention and intervention services is essential to the serving of high-risk youth.

To learn still more of our experience, YouthNet has undertaken a rigorous funding evaluation report from OSAP. The definite results are not yet available. However, the verdict from the community has come already, and Kansas City councilwoman Joanne Collins says that YouthNet has calmed the streets. Assistant U.S. Attorney Robert Larson says YouthNet is the single most effective reason that Kansas City is not overrun with street gangs. And Fortune magazine writes: "Find and fund programs like Kansas City's YouthNet."

These tributes to YouthNet are heartening indeed to those of us who have worked to create this initiative, but not nearly as heartening as many of the stories like the one you'll hear about from our guest. Two years ago at age 11, Steve Tinsley was headed for trouble.

Mr. LITTLEFIELD. Mr. Dooley, I'd like to make sure the Senator hears Steven, so what we might do is have you finish up what you've got to say, and then we'll go to Ms. Ekins, and we'll save Mr. Tinsley and Ms. Collins, and you can introduce Steven at that point.

Mr. DOOLEY. OK. The key component that makes YouthNet work is that the community responded, responded quickly. Agencies that have the same concerns and are mission-driven to serve people responded, and even though the work of collaboration is still in its growing stage and working with people, the agencies develop that initiative themselves and in fact the community continues to respond to those needs.

Thank you.

[The prepared statement of Mr. Dooley follows:]

Statement of Gene Dooley,
President, Kansas City Metropolitan YMCA,
on the Kansas City "YouthNet" Initiative

Presented to the
Committee on Labor and Human Resources,
United States Senate,
May 8, 1991

I. Introduction

Mr. Chairman, my name is Gene Dooley, and I am President of the Kansas City Metropolitan YMCA. I very much appreciate the opportunity to testify concerning YouthNet, an innovative and effective youth development collaboration established by the Kansas City YMCA and the 11 other youth-serving agencies of the Youth Development Council of Kansas City, Missouri. I am accompanied today by David Smith, District Executive with the Kansas City YMCA and Chairman of the YouthNet Youth Program Council, and by Steven Tinsley, a YouthNet participant.

Before discussing YouthNet, I would like to commend the Committee for its interest in developing federal policies to encourage the establishment of more integrated, community-based systems of youth and family services. As the Kansas City YouthNet experience makes clear, effective collaboration among youth-service agencies, with a strong emphasis on outreach and prevention, can significantly enhance the effectiveness of services to high-risk youth.

YouthNet began in 1988 as the response of Kansas City's civic leadership and youth-service agencies to the threat of drug gangs from Los Angeles and Jamaica. The Crips and Bloods from Los Angeles, and the Posses from Jamaica, arrived with guns, cocaine and cash. Civic leaders, law enforcement officials, and youth-service professionals agreed that new structures were needed to save the area's youth from the downward spiral of drugs, gangs, and violence. As civic leaders raised money, youth-service professionals designed programs, and, within a matter of weeks, a comprehensive program of prevention and treatment was on the streets.

Since 1988 YouthNet has served some 7,500 youth through its outreach, counseling, and youth development activities. While definitive results are not yet available from YouthNet's rigorous evaluation program, the verdict from the Kansas City community is already in. A new and substantial population of inner-city youth is thinking of itself as "YouthNet Kids"; young people are making their primary affiliation with an agency and a program rather than with a gang or drug house. Acclaim for YouthNet has come from many directions:

- From Kansas City Councilwoman Joanne Collins: "YouthNet has calmed the streets";
- From Assistant U.S. Attorney Robert Larsen: "YouthNet is the single most effective reason that Kansas City is not overrun with street gangs"; and
- From Fortune magazine, which recommended, "Find and fund programs like Kansas City's YouthNet, that offer ghetto youth reasonable alternatives to street life."

II. YouthNet Participants

The Youth Program Council of Kansas City, Missouri, a collaboration of 12 youth-service agencies in Kansas City's inner city and the Jackson County Juvenile Court, coordinates YouthNet. The member agencies of the Youth Program Council are:

Boys and Girls Clubs
George Washington Carver Neighborhood Center
Clymer Neighborhood Center
Della C. Lamb Neighborhood House
Don Bosco Community Center
Jackson County Juvenile Court
Mattie Rhodes Counseling and Art Center
Niles Home for Children
Northeast Youth Committee
Whatsoever Community Center
Linwood-Downtown YMCA
Guadalupe Center
Minute Circle Friendly House

Funding coordination and fundraising assistance are provided by the Greater Kansas City Community Foundation and Affiliated Trusts.

III. YouthNet Mission Statement

On March 12, 1990, the Youth Program Council adopted the following mission statement for the Council and YouthNet:

> The Youth Program Council of Kansas City, Missouri is a voluntary association composed of Executive Directors of not-for-profit facility-based youth-service agencies in Kansas City, Missouri, whose propose is to provide comprehensive, collaborative, and coordinative community programming for youth at-risk of substance abuse, gang involvement, educational decline, or crime. Such programming shall be developmentally appropriate and emphasize prevention, crisis intervention, and outreach services.
>
> The Youth Program Council shall assert a collaborative identity in order to advocate in public and private forums for expanded youth services and opportunities, for training and career development opportunities for youth-

service professionals, and for the sharing of resources among youth-service organizations.

The Youth Program Council believes that youth have fundamental rights to have their strengths recognized, their diversity respected, and their talents developed and utilized.

IV. YouthNet Service Area and Target Population

The YouthNet service area encompasses approximately 30 square miles of Kansas City, Missouri, from State Line to I-435, and from the Missouri River to 63rd Street. The area is home to approximately 200,000 residents. All of the Kansas City Housing Authority's public housing developments are located within the service area, and the entire service area is within the Kansas City, Missouri School District, which has a dropout rate of 55 percent. As in most urban areas, premature parenthood, violence, poverty, underachievement, disadvantage, and crime are endemic.

YouthNet's target population is youth not currently involved with any agency. Data on YouthNet participants provide the following profile:

- Age 11-16 (mean age 13.2 years)
- 98.5 percent are low income
- 65.1 percent are from single parent families
- 61.6 percent have dropped out of school or consider themselves dropout risks
- 25.1 percent reported alcohol use in the last 30 days
- 19.2 percent had engaged in recent violent behavior
- 17.2 percent are from dysfunctional families
- 10.6 percent are children of substance abusers

- 69.5 percent are African-American
- 11.7 percent are Caucasian
- 10 percent are Hispanic
- 6.2 percent are Native American

- 56 percent are male
- 44 percent are female

V. YouthNet Programs

A. Pre-existing Programs of YouthNet Agencies. The 12 youth-serving agencies that joined to form the Youth Program Council in 1988 had service histories ranging from 15 to over 100 years. Collectively, they provided a broad range of youth development and counseling services. However, faced with the threat of a growing gang and drug culture, the agencies recognized the need for a fundamentally new approach, emphasizing outreach, prevention, and collaboration. These principles have defined the principal programmatic components of the YouthNet initiative -- Outreach, Counselling, Youth Development Activities, and Role Model Programs.

B. YouthNet Outreach Programs. Aggressive outreach is a central feature of YouthNet. This outreach emphasis reflects the fact that those young people most in need of help are often those least likely to connect on their own with available services. Accordingly, specially recruited and trained Outreach Workers seek out high-risk youth in the parks, on the playgrounds, on the streets -- wherever, and whenever, they congregate. Outreach Workers are information and service brokers, role models, and friends to problem-behavior prone youth. In 1990, YouthNet Outreach Workers worked with over 2,700 youth. The Outreach Workers are involved in three distinct program fields -- Middle School Case Management, Transitional Support Program coordination, and Summer Outreach.

The Middle School Case Management Program is an **intervention** program designed to ameliorate the problem behaviors which are indicators or precursors of substance abuse. During the school year, middle school counselors and administrators identify youth in need of services and refer them to Outreach Workers, who serve as neighborhood-based resource brokers. A service plan is designed and implemented, often in concert with school officials, families, and others. Outreach Workers maintain contact with the youth to monitor the effectiveness of services and to adjust the service plan when necessary.

The Transitional Support Program is a neighborhood center-based **prevention** program for youth who are at-risk of substance abuse, but who have not necessarily been identified as problem-behavior prone. Outreach Workers recruit neighborhood youth who are entering sixth grade and work with them in YouthNet Clubs for the entire school year as the students make the difficult transition from elementary to middle school. YouthNet Club activities include substance abuse education, cultural and sporting events, field trips, and socialization activities.

Summer Outreach is a street-based combination of **intervention and prevention** efforts. Outreach Workers maintain an active and visible presence in parks, on playgrounds, on the streets, wherever youth congregate. They provide information, broker services and encourage youth to become involved in neighborhood center activities as an alternative to hanging out.

The common link among these three components is the intentional development of relationships among Outreach Workers and high-risk youth. Outreach Workers serve variously as role models, advisors, confidants, and motivators for youth whose needs for such have not been met. Increasingly, youth relate that they are staying away from drugs and alcohol and staying out of trouble with the law because of their relationships with Outreach Workers and other neighborhood center staff.

C. YouthNet Counseling Programs. As high-risk youth are brought into the orbit of YouthNet centers, staff often identify the need for mental health counseling. Among the Youth Program Council agencies are three professional counseling programs -- Mattie Rhodes Counseling and Arts Center, Miles Home for Children, and Northeast Family Center. These programs serve, respectively, Westside, Central City, and Eastside youth. Last year, they provided counseling services to over 600 youth.

During the school year, YouthNet Counselors see young people on-site at Kansas City, Missouri School District middle schools as well as at the various neighborhood agencies. A particularly effective approach to the issues of youth prone to problem behavior has been the formation of school-based discussion groups of 10 to 12 participants. These groups, jointly facilitated by a YouthNet Counselor and a YouthNet Outreach Worker, address self-esteem, problem solving, decision-making, anger/impulse control, and other concerns.

Summer counseling, like summer outreach, is street-based. Counselors, often accompanied by Outreach Workers, are apt to work with young people in the parks and on the playgrounds. Important issues have been addressed by youth and counselors in sessions convened on city sidewalks. All YouthNet Counselors have masters degrees and function under licensed supervision through their agencies.

D. YouthNet Youth Development Activities. Through YouthNet, the Youth Program Council agencies have also expanded the range of positive youth development activities available to high-risk youth. These programs complement outreach efforts by providing a vehicle for involvement of youth with positive role models as well as participation in positive developmental programs. Last year, over 750 young people participated in YouthNet cultural arts programs -- drama, dance, visual arts, music -- which develop self-expression and creativity. Over 2,250 young people participated in YouthNet sports programs -- volleyball, basketball, track and field -- which promote fitness and teamwork. Hundreds of youth also participated in YouthNet special events -- field trips, sporting and cultural events and social activities -- designed to expand youthful horizons and stimulate a sense of belonging.

YouthNet youth development activities take place year-round at the nine YouthNet outreach agencies. Programs and events are scheduled after-school, evenings, and weekends to provide maximum opportunity for involvement. In addition, programs serving over 1,500 youth annually are offered after-school at four middle schools.

E. YouthNet Role Model Programs. The Area Role Models for Youth (A.R.M.Y.) program, which began in 1990 with a nucleus of active and retired professional athletes, has been expanded to include more than 60 role models who represent a wide spectrum of vocations. Role models meet regularly with groups of youth at YouthNet centers to provide information, encouragement, and program support. In response to recommendations of middle school officials, efforts during 1991-92 will focus on the development of intensive, one-to-one role model programs.

VI. YouthNet Organizational, Staff, and Service Structure

A. Organizational Structure. As noted above, the YouthNet initiative is directed by the Youth Program Council of Kansas City, Missouri, a voluntary association of Executive Directors and senior program staff from 12 inner-city youth-service agencies (see page 2 for list of agencies). Bylaws adopted by the Council in March of 1990 are attached as Appendix A. The Council is chaired by David Smith, District Executive with the YMCA of Metropolitan Kansas City, and meets monthly to oversee YouthNet activities.

B. Staff Structure. As YouthNet administrative and supervisory responsibilities have escalated, the Youth Program Council has created an administrative support unit. An Outreach Coordinator, Deborah Craig, was hired in October, 1989; an Administrator, Rick Malsick, was hired in July 1990, and an Activities Coordinator, Larry Barnes, was hired in December 1990. The Outreach Coordinator and Activities Coordinator are supervised by the Administrator, who in turn reports to the Youth Program Council.

In addition to these administrative staff, YouthNet also funds nine full-time outreach positions (one for each of the YouthNet outreach agencies), and three full-time counseling positions (one for each of the YouthNet counseling agencies). A YouthNet Staff Chart is attached as Appendix B.

C. Geographic Service Structure. The Youth Program Council has evolved a cluster concept to integrate prevention and intervention services throughout the YouthNet service area. Under the cluster concept, the 12 YouthNet agencies are grouped geographically into three clusters of four agencies each. Each cluster consists of three agencies with designated outreach responsibilities and one mental health service provider. The mental health professionals provide services from their offices, on-site at other YouthNet agencies within their clusters, and in other community settings, including the schools and homes of YouthNet participants. In addition to the integration of prevention and intervention, the cluster design facilitates planning for such activities as cultural arts performances and exhibits, athletic competitions, and special events.

VII. YouthNet Training Activities

During the past year, YouthNet staff as well as middle school counselors and representatives of other community groups have been trained as trainers in the **Developing Capable People** program. During the 1991-92 fiscal year, Outreach Workers will be involved in the delivery of this training (which can be offered at very low cost) to community groups, parents, and youth-service workers. The advantages of this "cross-training" go beyond the dissemination of specific information regarding youth development; the training also provides a common language for the discussion of youth issues among a wide variety of youth-service professionals, educators, advocates, parents, and community residents.

VIII. YouthNet Evaluation Program

The Youth Program Council has given high priority to a rigorous effort to evaluate the effectiveness of YouthNet programs. Funding from the Office of Substance Abuse Prevention's (OSAP) Community Youth Activities Program, is supporting a comprehensive evaluation being carried out under the direction of Dr. Wayne Lucas of the University of Missouri at Kansas City's Administration of Justice Department. The evaluation design, completed in 1990, includes interviews and questionnaires completed by outreach and activities program participants and staff. Information from staff will be used to assess program processes. Information collected from youth during the first year will serve as baseline data regarding drug use, knowledge and attitudes, social responsibility (e.g., punctuality, respect for property), civic responsibility, anger control, use of leisure time, peer relations, self-esteem, absenteeism, and dropout anticipation. Collection of baseline data took place through the summer and fall of 1990 with ongoing follow-up. The evaluation design and timetable for YouthNet are among the most advanced of OSAP's 31 state projects.

While the results of this formal evaluation are not yet available, other, less formal, feedback supports the positive impact of YouthNet programs. For example, in January of this year, the principal at one of the middle schools served by YouthNet contacted YouthNet staff to report a significant decrease in disciplinary problems and truancy among a group of students who had begun to participate in YouthNet activities last September. Agency staff report many similar experiences with other YouthNet participants.

IX. YouthNet Budget and Funding

Expenditures. The YouthNet budget has grown from $221,000 in 1988 to $715,000 for 1991. The YouthNet budget breaks down by function as follows:

Outreach (including 9 outreach workers)	$282,425
Activities -- athletics and cultural arts	$225,940
Counseling (including 3 counselors)	$131,560
Middle school activities programs	$ 75,075

It is important to note that this $715,000 budget represents new resources mobilized by YouthNet -- not a reallocation of Youth Program Council agencies' pre-existing budgets. Thus, the YouthNet activities reflected in this budget constitute a net increase in services available to youth and families in the YouthNet service area. YouthNet's 1990-91 budget is attached as Appendix C.

In addition to the financial resources described above, the Kansas City, Missouri School District provides significant in-kind support in the form of facilities usage and staff time. YouthNet agencies also provide generous in-kind contributions in the form of staff, facilities, equipment, and board expertise.

Financial Support. One of the most important benefits of YouthNet is that it provides a single focal point for mobilizing community resources to support inner city youth development. The YouthNet initiative has significantly increased public awareness of the magnitude of Kansas City's youth development needs, and, at the same time, greatly simplified the donor's decision-making process. Rather than having to choose among 12 separate agencies, donors can now support a single, integrated service delivery system. The attractiveness of the YouthNet concept to funders is evidenced by the large and diverse group of local foundations and businesses that supported YouthNet in 1990 (see Appendix D).

The system of funding coordination developed by YouthNet in collaboration with the Community Foundation has been critical to attracting this broad-based support. The Youth Program Council functions as a single entity for budgeting and accountability, and yet allows member agencies to retain the autonomy and character necessary for effectiveness at the neighborhood level. Without this coordination, it would have been extremely difficult for any given funder to allocate and monitor funds to even the most exemplary of programs taking place simultaneously through 12 separate organizations.

To develop still broader financial support for YouthNet, the Youth Program Council has recently established a community support committee call Friends of Youth. Composed of board members of Youth Program Council agencies and other community leaders, the Friends of Youth will function in the areas of public relations, community relations, fundraising, and grant compliance.

X. YouthNet Goals and Objectives for 1991-92

The Youth Program Council has adopted the following YouthNet goals and objectives for 1991-92:

Goal 1: To prevent substance abuse and crime among inner city youth by involving them in positive development activities.

Objectives

* Involve 2,000 youth in activities at schools and neighborhood centers during the school year.
* Involve 3,000 youth in activities programs at neighborhood centers during the summer.
* Sponsor the YouthNet Olympics in July, 1990 for 300 youth.

Goal 2: To provide treatment opportunities for youth involved in or at-risk of substance abuse and crime.

Objectives

* Involve 250 youth in YouthNet counseling during the school year.
* Involve 450 youth in YouthNet counseling during the summer.
* Involve 775 family members in YouthNet family outreach efforts.

Goal 3: Broker services to youth through a network of neighborhood-based Outreach Workers.

Objectives

* Broker services for 250 youth referred by the Kansas City, Missouri School District.
* Recruit 2,500 uninvolved, isolated youth through summer outreach.

Goal 4: Train and assign volunteers to work as role models or mentors for youth, or as **Developing Capable People** trainers.

Objectives

* Train 50 role model volunteers; involve 750 youth.
* Train 42 **Developing Capable People** trainers.
* Provide 42 training sessions with 420 people participating.

XI. Conclusion: Some Lessons From YouthNet

YouthNet is very much "work in progress". However, based on the first three years of operational experience, several lessons emerge related to increasing the effectiveness of services to high-risk youth.

- Collaboration can yield major gains through integration of effort, sharing of expertise, facilities, training, and administrative costs, and joint fundraising efforts. However, successful collaboration takes commitment, time, careful planning, and resources.
- Aggressive outreach by specially trained staff who can establish long-term relationships with, and broker service for, youth and families, is critical to serving a high-risk population whom, almost by definition, are disconnected from traditional service systems.
- Effectively integrating prevention and intervention services is essential in serving high-risk youth.

Rick Malsick, Youth Program Council Administrator, examines in greater depth these and other lessons of the YouthNet experience in his recent paper entitled, "YouthNet: Toward an Infrastructure of Youth Services," a copy of which is attached as Appendix E.

APPENDIX A

YOUTH PROGRAM COUNCIL
By Laws
revised March 12, 1990

The Youth Program Council (YPC) is a voluntary association composed of Executive Directors of not-for-profit, facility-based, youth-service agencies in Kansas City, Missouri.

I. MISSION STATEMENT

The Youth Program Council is a voluntary association composed of Executive Directors of not-for-profit, facility-based youth-service agencies in Kansas City, Missouri, whose purpose is to provide comprehensive, collaborative, and coordinative community programming for youth at risk of substance abuse, gang involvement, educational decline or crime. This programming will be developmentally appropriate and emphasize *prevention, crisis intervention* and *outreach* services.

The Youth Program Council shall assert a collaborative identity in order to advocate in public and private forums for expanded youth services and opportunities, for training and career development opportunities for youth-service professionals, and for the sharing of resources among youth-service organizations.

The Youth Program Council believes that youth have fundamental rights to have their strengths recognized, their diversity respected and their talents developed and utilized.

II. MEMBERSHIP

A. Charter Memberships

Charter Members are lifetime members and lack of participation will not necessarily be grounds for dismissal from the YPC.

Charter Membership is granted to the following organizations:

- Boys and Girls Clubs of Greater Kansas City
- Clymer Center
- Della C. Lamb Neighborhood House
- Don Bosco Community Center
- George Washington Carver Neighborhood Center
- Guadalupe Center
- Mattie Rhodes Counseling and Art Center
- Minute Circle Friendly House
- Niles Home for Children
- Northeast Youth Committee
- Whatsoever Community Center
- Young Men's Christian Association -- Linwood Branch

B. General Membership

General Membership shall be open to any not-for-profit, facility-based, youth-service agency whose mission is compatible with that of the Youth Program Council. Agencies desiring Membership shall provide to the Executive Committee published materials explaining the agency's mission, goals and methods. Determination of compatibility and final approval of membership shall be the responsibility of the Executive Committee. Member Agency information shall be kept on file and available for review by Member Agencies.

C. Affiliate Membership
Not-for-profit agencies which are ineligible for General Membership, e.g., non-facility-based agencies, religious organizations, educational institutions, shall be invited to join as Affiliate Members in the Youth Program Council. Affiliate Members shall have the rights of discussion and shall be permitted to serve ex-officio on any and all Task Forces.

Affiliate Member agencies may be asked to provide staff and/or resources to the Youth Program Council for assistance in areas that the YPC needs expertise.

Affiliate Members shall not have voting rights with regard to Youth Program Council business.

D. Membership Status
Member agencies that miss more than three (3) consecutive, regularly scheduled YPC business meetings may be placed in inactive status by vote of the Executive Committee. Inactive members may return to active status by way of petition to the YPC.

Active membership is predicated upon participation in Youth Program Council deliberations and policy formation, and not on participation in all YPC program ventures.

III. VOTING

Voting rights shall appertain to the Executive Director, or his/her Designate, of Charter Member or General Member agencies, in active status, of the Youth Program Council.

Any resolution, or proposed amendment to these By Laws, or proposal for funding on behalf of the Youth Program Council shall be submitted in writing to all member agencies at least ten (10) days prior to voting at a regularly scheduled business meeting.

IV. OFFICERS

Chairperson shall preside at meetings, appoint heads of committees, set meeting agendas and act as official spokesperson and representative of the Youth Program Council. Term of office shall be one year or until the next election.

Vice Chairperson shall perform the duties of the Chairperson in her/his absence, and other assignments as directed by the Chairperson. Term of office shall be one year or until the next election.

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Secretary/Treasurer shall record and distribute minutes of YPC meetings, keep attendance records and membership rosters, send meeting notices, and maintain the permanent documents, files and records of the YPC[1]. Term of office shall be for one year or until the next election.

No officer shall serve more than two consecutive terms in any single office.

V. MEETINGS

The Youth Program Council shall hold monthly business meetings. Written notice of such meetings shall be sent to the designated representatives of member agencies at least ten (10) days in advance of the meeting date. Additional meetings may be called by the Executive Committee.

An Annual Meeting and Election of Officers shall be held in April of each year.

Meetings shall be conducted according to *Robert's Rules of Order* unless otherwise stipulated.

VI. COMMITTEES

An Executive Committee shall be empowered to conduct Youth Program Council business in between scheduled meetings. The Executive Committee shall consist of the Chairperson, Vice Chairperson, Secretary/Treasurer and Chairpersons of Standing Committees.

There shall be three (3) Standing Committees of the Youth Program Council:

- Needs/Resources/Planning Committee

- Program/Personnel Committee

- Advocacy/Public Relations Committee

The Chairpersons of each Committee shall be appointed by the YPC Chairperson for a one year term, not to exceed two consecutive terms. The Committee Chairperson shall be responsible for distribution of committee meeting notices and other committee correspondence.

A Nominating and By Laws Committee shall be appointed in February of each year to develop a slate of officers to be presented and voted upon at the Annual Meeting in April. The Nominating and By Laws Committee shall review and recommend any necessary changes, in the form of amendments, to the By Laws, which shall be presented at the Annual Meeting.

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[1] Performance of the duties of the Secretary/Treasurer may be delegated to staff or member agency; accountability remains with the Secretary/Treasurer.

Other Committees shall be appointed as necessary by the Chairperson or by the Vice Chairperson acting for the Chairperson.

VII. REQUESTS FOR FUNDING

All requests for funding shall be circulated in writing to each YPC Executive or Designate at least ten (10) days in advance of the next business meeting in order for the YPC to vote. Approved requests shall incorporate letters of support from agencies participating in the funding.

Agencies opting not to participate in any given YPC program venture should provide written notice of such decisions to the Secretary/Treasurer.

VIII. AMENDMENTS

These By Laws may be amended by a two-thirds vote of member agencies present at any regularly scheduled YPC business meeting providing that the proposed amendment(s) had been mailed to member agencies at least ten (10) days prior to the meeting at which the proposed amendment would be considered.

APPENDIX B

Youth Program Council
YouthNet Staff Chart
February 12, 1991

Administration	
Youth Program Council Administrator	Officed at Linwood Multi-Purpose Center with payroll and bookkeeping through Don Bosco Community Center.
YouthNet Outreach Coordinator	
YouthNet Activities Coordinator	
Counseling Staff	
Counselor	Mattie Rhodes Counseling and Arts Center
Counselor	Niles Home for Children
Counselor	Northeast Youth Committee, Inc.
Outreach Staff	
Outreach Worker	Boys and Girls Clubs
Outreach Worker	George Washington Carver Neighborhood Center
Outreach Worker	Clymer Neighborhood Center
Outreach Worker	Della Lamb Social Services
Outreach Worker	Don Bosco Community Center
Outreach Worker	Guadalupe Center, Inc.
Outreach Worker	Minute Circle Friendly House
Outreach Worker	Whatsoever Community Center
Outreach Worker	Linwood-Downtown YMCA
Activities Component	
Prevention and social development activities, e.g., athletics, cultural arts, field trips, YouthNet Clubs, are coordinated and instructed by part-time staff at YouthNet agencies and at designated middle schools.	All YouthNet agencies Central Middle School Northeast Middle School Nowlin Middle School Westport Middle School

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APPENDIX C

YOUTH ENRICHMENT FUND

Statement of Income and Expenditures
February 1, 1990 to May 31, 1991

	ACTUAL 1/31/91	COMMIT. 2/1/91 to 5/31/91	TOTAL Through 5/31/91
Income - 2/1/90 to 1/31/91			
Contributions	$520,950	120,280	641,230
Ash-Bollettieri Tennis-KC, KS	13,036	11,964	25,000
Ash-Bollettieri Tennis-KC, MO	50,000	0	50,000
Chiefs benefit game	168,220	0	168,220
Net investment income	6,544	0	6,544
Total income through 1/31/91	758,750	132,244	890,994
Program expenditures - 2/1/90 to 1/31/91			
Boys and Girls Clubs of Greater KC	44,305	19,520	63,825
Carver Neighborhood Center	36,304	2,694	38,998
Clymer Center	35,767	4,821	40,588
Della C. Lamb Neighborhood Center	35,470	3,528	38,998
Don Bosco Community Center	61,185	8,724	69,909
YouthNet Administration	65,232	7,472	72,704
YouthNet Training	15,000	5,000	20,000
YouthNet Evaluation	0	35,000	35,000
Guadalupe Center	54,271	8,630	62,901
Mattie Rhodes Counseling Center	43,159	1,092	44,251
Minute Circle Friendly House	35,470	3,528	38,998
Niles Home for Children	31,946	336	32,282
Northeast Owl Center	39,179	4,023	43,202
Whatsoever Community Center	34,366	4,632	38,998
YMCA-Linwood/Downtown	59,744	19,896	79,640
Miscellaneous	49	0	49
Arthur Ashe Activity	1,385	0	1,385
Ashe-Bollettieri Tennis-KC, KS	70,536	29,464	100,000
Ashe-Bollettieri Tennis-KC, MO	50,000	0	50,000
State of MO - OSAP Grant	0	75,000	75,000
Chiefs benefit game	24,840	0	24,840
Program related expenses	15,450	8,000	23,450
Toal expenditures through 1/31/91	753,658	241,360	995,018

Net revenues over expenditures	5,092
Plus: 2/1/90 beginning fund balance	130,912
1/31/91 fund balance	$136,004
Plus: additional commitments through 5/31/91	132,244
Less: remaining projected expenditures through 5/31/91	(241,360)
Project fund balance as of 5/31/91	$26,888

APPENDIX D

1990-91 YouthNet Contributors

Black & Veatch
Blue Cross/Blue Shield
Burns & McDonnell Foundation
Butler Manufacturing Co. Foundation
Capital Cities Foundation
Chiefs Benefit Game
Commerce Bancshares Foundation
Civic Council of Greater Kansas City
J.E. Dunn Construction Company
William H. Dunn, Sr.
Employers Reinsurance Corp.
Farmland Industries
Francis Families Foundation
Garney Companies, Inc.
Fred A. Gollier
Greater Kansas City Community Foundation
  George A. and Dolly F. LaRue Trust
  Alfred H. Lighton Fund
  Kathryn E. Mader Donor Advisory Fund
  Edward A. and Beth K. Smith Philanthropic Fund
  Edward F. Swinney Trust
Gutz Vader Broome, Inc.
H&R Block Foundation
Hall Family Foundations
IBM
Kansas City Power & Light Co.
Kansas City Star Co.
Charles H. Kopke
KPMG Peat Marwick
R.A. Long Foundation
Joseph J. Malsick
Marion Merrell Dow
The Marley Fund
Merchants Bank Charitable Trust
Jack Morgan
Norquist Robinson Foundation
Oppenstein Brothers Foundation
Porter Roofing Company, Inc.
Powell Family Foundation
Sosland Foundation
Southwestern Bell Telephone Co. Foundation
State of Missouri, Department of Mental Health
Lester T. Sunderland Foundation
Sutherland Lumber Company
Tension Envelope Foundation
U.S. Engineering Company
United Telecommuncations Foundation
Ronald C. Wade
Western Auto
Ralph G. Wrobley
Henry E. Wurst Family Foundation

APPENDIX E

YOUTH PROGRAM COUNCIL
YouthNet: Toward an Infrastructure of Youth Services
May 2, 1991

prepared by:
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A Population at Risk

The issue is this – improving the quality of life and increasing the potential for productive, responsible citizenship for youth at risk of substance abuse, gang involvement, crime, educational underachievement. A profile of this population would include such factors as poverty, single parent family, substance abuse by parents, siblings or peers, low self esteem, lack of successful role models and pessimism regarding the future.

In order to improve the life situations of such youth, programs must be designed which are developmentally appropriate, accessible and address the factors which put youth at risk of problem behaviors. Such risk factors may be community-based (economic and social deprivation, community disorganization, norms favorable to substance abuse), family-based (dysfunction, inconsistent or excessive discipline, substance abuse) or individual-based (indifference to school, academic failure, alienation, lack of social bonding).

An effective approach to positive youth development will include strategies to remove or attenuate known risk factors. Timing is important – intervention into problem behaviors should be early, before behaviors have a chance to stabilize. Similarly, interventions must be tailored to meet the needs of individual young people or peer clusters. Providers must acknowledge the vast differences among youth as well as the differences within an individual at various developmental stages.

The Youth Program Council and YouthNet

Clearly, it is impossible to assess the needs of each young person who may enter a service system as a prelude to program design. On a practical level, many youth service providers have years of experience in providing appropriate services and in so doing have engaged populations of youth who provide information as to the changing needs of youth. This is important -- there are structures in place which are providing services which meet the needs of high risk, inner-city youth, organizations such as the YMCA, Boys and Girls Clubs, and many independent neighborhood centers and service organizations. In so doing they are able, through the ongoing interaction of young people and staff, to stay current as to the program needs of youth at the group level and at the individual level as well.

In Kansas City, Missouri such agencies have organized to meet the needs of isolated, high-risk inner-city youth. The Youth Program Council of Kansas City, Missouri is a voluntary association of Executive Directors and senior program staff from twelve (12) inner-city youth-service agencies and the Juvenile Court. This intentional collaboration dates from 1988, when a series of meetings between civic leaders and youth-service professionals brought forth YouthNet, a program of prevention, intervention and outreach for youth at risk of substance abuse, gang involvement, educational decline or crime.

The service area of the Youth Program Council encompasses approximately thirty (30) square miles, from State Line to I-435, from the Missouri River to 63rd Street. A profile of this urban community would reveal few surprises. The area is home to approximately 200,000 residents. All of the Housing Authority's public housing developments operate within the target area. It is contained within the Kansas City, Missouri School District, which has a dropout rate of 55%. Premature parenthood and escalating violence fill out the customary urban topography: poverty and underachievement, disadvantage and crime.

At any given time YouthNet is serving approximately 3,000 young people in programs at 12 neighborhood based facilities, Kansas City, Missouri School District middle schools, public housing developments and on the streets. Among these youth more than 1,800 (61.6%)consider themselves likely to drop out of school; more than 750 (25.1%, with a median age of 13.2 years) report recent alcohol use; nearly 600 (19.2%) report recent violence. Poverty and various family stresses affect nearly all YouthNet participants.

Toward an Infrastructure of Youth Services

Like a highway system connecting separate cities, infrastructures can be created to link youth-service providers with the intention of facilitating access to any destination. Such infrastructures of youth services are built on collaboration.

There are several caveats to the collaborative process. Collaboration among agencies takes time. Time to establish a level of trust among collaborators. Time to craft a mission and to evoke ownership of the mission among the collaborators. Time to design the programs, to distribute the work roles. Time to devise standards against which performance can be measured. Critical to the process is that the individuals collaborating have the authority to commit resources -- funds, staff, facilities and expertise -- on behalf of their agencies. It can stifle a process if delays must be made pending decisions on resource allocation.

The benefits of collaboration, of an infrastructure, are significant. YouthNets has demonstrated that the advantages of collaboration begin with the sharing of expertise. The agencies of the Youth Program Council had service histories ranging from fifteen to over one hundred years that summer of 1988. All had plenty to do as they pursued their missions of service to their respective neighborhoods --inner-city community centers are never at a loss for business. It was the drug gangs that brought the YPC together. The Crips and Bloods from Los Angeles and the Posses from

Jamaica had arrived with guns and cocaine and cash. Civic leaders, law enforcement officials and youth service professionals agreed that new structures were needed to divert the area's youth from certain damage and distress.

Several key concepts emerged early as the agencies of the Youth Program Council met to plot strategy. First, it was agreed that a comprehensive approach to high-risk youth should integrate prevention and intervention. Prevention efforts would based on activities to involve youth and to engender affiliation with a YouthNet agency. Intervention would bring resources, such as professional mental health services, to bear on youth involved in or at imminent risk of problem behaviors.

Second, it was agreed that access to prevention and intervention services should be intentional and active. To this end a system of outreach was designed. The target population for YouthNet was defined as those youth not involved with any agency programming. Finally, there was consensus that collaboration would redound to the advantage of the individual YPC agencies. This consensus amounted to a leap of faith – for many agencies, collaborative ventures had become mired in issues of turf, time and trust. Nevertheless, upon completion of YouthNet I, and with no guarantee of funding, the Youth Program Council began planning a year-round effort with a school-based program to complement the summer programming offered through the YPC agencies. YouthNet II was implemented (with funding) in June, 1989.

In the case of YouthNet, the advantages of shared expertise are manifest. At the most fundamental level, an effort to contravene the patterns of substance abuse and gang activity would have been beyond the capabilities of any single agency. As the necessity for collaboration became evident, the invention of new methods and new structures followed, catalyzed by the creative chemistry of single-minded professionals working together under a deadline. Could any agency, by itself, have

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produced the ideas that the formative YouthNet sessions produced? Very doubtful.

The sharing of expertise extends to technical assistance as well as to program design. Should any YouthNet agency experience a need or problem, whether programmatic or administrative, the expertise exists within the infrastructure to solve the problem or meet the need. Moreover, a baselines of trust and familiarity exist so that intra-network consultation is expedient and effective.

The opportunity to share facilities is another reason to collaborate. Within the YouthNet infrastructure certain agencies have facilities lack, and the framework of collaboration makes it less imposing to request access to facilities. Among the shared facilities are swimming pools, gymnasiums, a dance studio with mirrors and bars, ceramics studios. In this vein, collaboration allows more varied competitive activities. Leagues and tournaments are taking place which never could have been managed without the network. For summer 1991 YouthNet plans the YouthNet Olympics, with hundreds of youth from a dozen agencies in compeition.

Collaboration increases the quality of services at the same time as it improves efficiency. This is particularly true with respect to certain specialized services which a single agency uses less than full time. The YouthNet counseling program exemplifies efficiency and quality through collaboration. The YouthNet infrastructure is divided into three clusters, each cluster drawn around a professional counseling agency. Each of three YouthNet counselors sees clients at his/her own agency and at three other geographically apposite agencies as well. Now, each YouthNet agency certainly could contract for counseling services on a part-time basis. However, collaboration allows YouthNet full-time counselors to be recruited with full time salary, benefits and supervision. Therefore, YouthNet, as a collaboration, has been able to recruit much more competitively, and hire counselors with more training and experience, than separate agencies could recruit for part-time positions.

An infrastructure of youth-service providers has the combined advantages of centralized program coordination (tournaments, shared facilities), and decentralized service delivery. Programs take place at the neighborhood level. Each agency in the network has independent governance and, therefore, is sensitive to the needs of the neighborhood it serves. Insofar as the YouthNet target area is a matrix of adjacent neighborhoods, YouthNet can afford comprehensive geographic coverage of the target area, allocating resources, as needed, to various "hot spots" or to help various neighborhood groups address their youth issues.

Ultimately, as any young person gets involved with YouthNet, s/he has access to the entire menu of programs and services offered by a coalition of thirteen youth-service agencies. In addition, virtually all YouthNet agencies serve as sites for programs and services provided by other organizations, e.g., Adult Basic Education, Scouts, Full Employment Council. The combined program strength of YouthNet is that of an agency whose operating budgets approach $11 million -- a youth-service Gestalt is brought to bear here, wherein the the whole is substantially greater than the sum of the parts.

Outreach and Access

There are three components to a service delivery system; only one is the service itself. The second is access, for even the most perfect program design is useless if no one participates. The third is follow-up to ensure that the service was effective or to see if other measures are indicated.

There are numerous obstacles to access. First is information. Before one can participate in a program one must be informed as to its existence, when and where it happens, how much it costs, etc. Unfortunately, most potential clients aren't telepathic. Media, public service announcements, word of mouth, leaflets distributed at the grocery store -- these are all ways of telling a constituency about programs. To take marketing one step farther -- it must be done in a way that will persuade the target population that the program is worth their investment of time. At the most basic level, this means don't write your leaflets in English if your target group speaks Spanish, and don't use leaflets at all if your target group can't read.

The second obstacle is geography. People will more likely participate in a program if it is offered in their own neighborhood. The next best option is for someone to provide the client with transportation form his/her door to the service -- vans and car pools work nicely but not without costs, either for the expense of operation (van) or for the coordinator's time and effort (car pool). Liability is an issue with all provider-sponsored transportation. Another option is public transportation -- the fewer transfers the better. As with services -- different youth will have different transportation needs and providers must be sufficiently flexible to meet these needs. A service provider that ignores the transportation needs of its consumers will find itself without consumers.

Another obstacle is that of time. If the target population is employed or in school it makes little sense to offer services weekdays, 9 to 5. Evening hours and weekend hours must be available to clients in order to remove obstacles to access and excuses for not receiving services. The area of night programming has yet to be developed to its most effective level. Many communities have whole populations of second and third shift workers who have to make major changes in their schedules in order to avail themselves of services to which daytime workers have easy access.

A critical obstacle to service access is cost. In response to this many programs have instituted sliding fee scales, based on ability to pay. Of importance as well, however, are the hidden costs of participation. Besides transportation, hidden costs include supplies for sports or arts programs, attire for drama or dance programs, costs for field trips, or for food if a program lasts all day. A sliding fee scale helps little if hidden costs prohibit participation.

A final obstacle to access is client mindset. Beyond considerations of geographic distance, clients may fail to make contact with a service because of unfamiliarity with the area in which it is located -- the client may have the transportation but not know the route. Setting is another issue. Some clients may forego services offered through hospitals, schools or government offices because of unpleasant associations. Moreover, clients may generalize mistrust of institutions: parents may not sign permission documents for children because the parents "do not sign anything."

As extensive as the YouthNet program menu may be, it is still a service mechanism and, by itself, does not guarantee that anyone will use it. Indeed, the population targeted by YouthNet is isolated, high-risk youth -- a population not connected to any human service system. To ensure access an outreach component was designed, whereby specially recruited and trained Outreach Workers would make contact with youth in parks, on the playgrounds, in the street, and persuade them to take advantage of the programs available at YouthNet agencies. During the school year Outreach Workers broker services, at the neighborhood level, for students identified by school counselors as in need. Outreach Workers facilitate access, as well, to those services not available through YouthNet,e.g., utility assistance, dental work.

Outreach Workers remove the obstacles to access. They possess vast information on available services, yet, from their neighborhood bases, they can transmit this information with cultural sensitivity to those who need it. Issues of mistrust or discomfort with regard to service providers are minimal because of the Outreach Worker's stature in the neighborhood, and neighborhood centers are comfortable, accessible and inviting sites for service delivery. Should financial difficulties jeopardize access Outreach Workers often can find free or low cost services. Should geography prove problematic, Outreach Workers can arrange for transportation. Should parent involvement be indicated, Outreach Workers may contact them at night, for Outreach Workers, like YouthNet agencies, operate at night and on weekends, when youth and their families need them.

Service Quality
Once a client has gotten involved with a program there must be means to ensure that the service meets the client's needs. There are three reasons that would prevent such needs from being met. First, there is the possibility that the service is of poor quality. A second possibility would be that the service is not appropriate to the need. The service itself may be well conceived and executed, but not appropriate to the client's needs. Finally, the client may not be invested in the service program, therefore, the service may be appropriate and of high quality, and needs would still go unmet.

YouthNet Outreach Workers function at this point of the service triad as well. They maintain a continuity of contact with young people to ensure that the services the Outreach Workers have brokered meet the needs of the young people they work with. This goes beyond simple verification of attendance at an activity -- it means establishing rapport with a young person so that the Outreach Worker can determine whether the young person's life situation has been improved by the activity, and, if not, what other plans need to be made.

This follow-up process is valuable -- it builds a quality assurance function into the YouthNet model. Outreach Workers become aware of strengths and weaknesses of the service delivery system, both within the YouthNet infrastructure and in the metropolitan area as well. Equally important, they become aware of the gaps in the system -- those problem areas for which no service programs exist.

A final function of YouthNet outreach is the development of relationships among Outreach Workers and program participants. Outreach Workers act as role models, advisors and confidants to high risk youth. Often the relationship itself is enough to keep a young person out of trouble, but when a social service (e.g., counseling) is brokered for a YouthNet participant, the value of the Outreach Worker-youth relationship is greater. To have an interested party in continuous contact builds a young person's investment in the program. Moreover, if a prescribed service is inappropriate, or inadequate, changes to service plans must be made, with new challenges as to cost, location and hours. This, too, is part of the outreach effort -- to be attentive, flexible, and persistent until the problem is solved.

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YouthNet is a comprehensive approach to youth services based on collaboration, intentional access and quality assurance. It is an infrastructure of services interconnected by outreach and by the formal interaction of service providers. Risk factors at the individual level are addressed through the network of service options and the support of Outreach Workers. Risk factors at the family level can be worked on evenings and weekends through the flexible program hours maintained by neighborhood-service centers. And finally, attention to community risk factors is appropriate because of the neighborhood locations and independent governance of YouthNet agencies.

It would be so easy if youth service work were a precise science, one in which similar causes produced similar effects, and similar interventions produced consistent results. Unfortunately, this is not the case -- we work with individuals, individuals who are manifestly different one from another and who are manifestly different themselves at various stages of development. The success of YouthNet is based on an awareness that different youth have different needs and that an abundance of resources is necessary if young people are to become productive adults, and that an abundance of care is necessary if they are to become responsible, caring adults.

Mr. LITTLEFIELD. So as I said, what the plan will be is when the Senator gets here, and having heard everybody now, maybe you can do a one-minute summary of what you think is your most important point in the context of everything we're hearing. And you should know that this is an absolutely wonderful hearing because we are in the very process, as we speak and as we have this hearing, of developing this legislation which we are going to introduce, and we are going to fight for, and we're going to try to include in the overall President's education package and S.2, which is the Democratic education initiative. So the timing couldn't be better, and what I'm hearing is really remarkably useful and helpful.

So, (a) your statements are now here; (b) we hope to stay in touch with you as we develop this legislation, and (c) we're going to have some questions for each of you when the Senator gets here.

I just wanted to make sure everybody was thinking about what will happen when Senator Kennedy gets back.

Ms. Ekins, I would say that Senator Levin wanted Senator Kennedy particularly to welcome you and to applaud your efforts of which he is very much aware, and he wished that he could be here also, but he did want to convey a special welcome you.

Ms. EKINS. That's very nice; I appreciate that.

[The prepared statement of Senator Levin follows:]

PREPARED STATEMENT OF SENATOR LEVIN

It is with great, personal pride that I join my colleagues on the Labor Committee in welcoming Ms. Jean Ekins, Director of the Nationally Recognized Family Learning Center of Leslie, Michigan. I know that the citizens of Michigan are honored to have a distinctively unique program for rural school aged parents and their children.

Since 1975 the Family Learning Center of Leslie, Michigan has helped overcome the isolation and rejection experienced by teenage parents in seven rural school districts of Ingham County by providing an accredited high school curriculum; a licensed child care center for children between the ages of 3 weeks and 6 years of age; public health nursing; job training; and access to mental health counseling. By coordinating these services, the center has accomplished what few adolescent parent programs—urban or rural—achieve: a high graduation rate (90 percent), few repeat pregnancies, and an improved family life.

The success of this program is due to the dedicated services of this distinguished American. She has served in diverse and indispensible roles of leadership in her field. The Nation is indeed fortunate to be the beneficiary of Jean Ekins' many contributions.

Ms. EKINS. Thank you very much. It is an honor to testify before you this morning.

The Family Learning Center at Leslie Public Schools in Leslie, MI is a rural, comprehensive, secondary education program for teenage parents, their children and extended families. It is successful because it has an accredited high school curriculum, a licensed child care center for 2-1/2 week old infants to 6 year-olds, transportation from home or a central pickup place, public health nursing, balanced nutritional snacks and meals, neighborhood youth corps and youth development corps job training. It has access to mental health counseling and resource services from participating consortium school districts.

The Family Learning Center is not a tutor program or a correspondence program. It is a full-day high school center whose students happen to be pregnant or parenting and who need child care in order to complete their education. It is cost-effective because the Family Learning Center is not duplicating any services offered in our community or any other community within 20 miles of our program.

The efforts of several governmental agencies focusing their expertise in one small community previously without appropriate support for an increasing number of underskilled and undereducated adolescents have definitely paid off.

The primary goal of the Family Learning Center is to keep pregnant and parenting teenagers in school. The ultimate goal is graduation. While in school, the Family Learning Center offers a wide variety of secondary course work consistent with State and local district guidelines for diploma. Students may choose to take all of their classes at the SLC center, or they may schedule classes at Leslie High School or a vocational career center.

To facilitate the goal of graduation, the FLC provides a licensed day care center for the children of our students. We offer mandatory parenting education classes, life management skills and vocational training for young parents.

Secondary goals of the program are to relieve the stress and anxiety of young parenthood and thus reduce the incidence of child abuse and neglect, to improve intergenerational intimacy between family members and to continue act as a model rural site for Michigan.

Our target population consists of pregnant teenagers and teen fathers in rural and suburban Ingham County. Referrals are accepted from participating school districts, from courts, public health, mental health, social services and public or private agencies. Word of mouth also allows students to refer themselves.

Being housed in a rural community and having the above-mentioned services brought to it from urban agencies is in itself innovative, and when begun in 1975, before its time.

It is also unusual for a rural school to place such emphasis upon keeping parenting teens in school, expanding intergenerational aspects, and obtaining commitments from several private and public agencies. We recognize the importance of strengthening the fabric of relationships in ever-changing family and community constellations. The results of the FLC have evolved into more than any of us ever dreamed.

We track results in two primary areas—first, in the area of graduation and dropouts, and second, by the percent of students who have more than one child while still in high school.

For each of the past 16 years, we are proud to report that 90 percent or more of the pregnant and parenting seniors have graduated and that 85 percent or more of the underclassmen grades 9 through 11 have remained in school.

Another very gratifying result, and one that has far-reaching social ramifications, is the percent of repeat childbirths in any one school year to a young parent who has not graduated from high school. Our repeat childbirth rates are consistently at 3-4 percent. We attribute this low repeat pregnancy rate to long-term goal planning, academic improvement, enhanced self-esteem, parenting education, and consistent child care and vocational training.

Funding for any public program is a constant challenge. The Family Learning Center has a combination of public and private sources. We have model site and nutritional education grant dollars from the State department of education. We receive licensed day care moneys from the State department of social services. We have contracted services with the Ingham County departments of public health and mental health. And we receive a large portion of our budget from Michigan's fourth Friday child accounting day and from tuition paid by the participating school districts. Any other dollars we receive are the result of private grants.

Our greatest benefactor to date has been the Ford Foundation, and our most in-depth research about our program and evaluation of oru program has been done by the JFK School of Government at Harvard.

I am prepared to answer any questions that you may have regarding evaluations of the Family Learning Center and also questions about what remain as obstacles or barriers to the program.

Periodically, formal evaluations are done on the Family Learning Center. Some evaluations are in the form of year-end reports to the State departments; other evaluations are conducted by independent agencies.

I have submitted those evaluations in my written statement, and of course I'm willing to speak to those in the questions.

When trying to coordinate and deliver Federal services to the school, there are several years or degrees of difficulty. I am prepared to speak to those layers or degrees of difficulty perhaps when Senator Kennedy has returned to the committee.

I have with me today Heather Collins. I know she will be speaking later. She is a young woman who has been here with her 9-month-old son, and that's a challenge in itself.

I thank you.

[Additional material submitted by Ms. Ekins follows with copies of other publications retained in the committee files:]

PREPARED STATEMENT OF MS. EKINS

Periodically, formal evaluations are done on the Family Learning Center Program. Some evaluations are in the form of year end reports to the State Department of education: other evaluations are conducted by independent agencies. The following is a brief but fairly inclusive listing of evaluations.

1. 1975-1980—State year end reports but no formal evaluation for the State Department of Education.
2. 1980—Formal evaluation by State Department of Education that led to our Model Site Grant Award.
3. 1982—High Scopes Education Research Foundation, Detroit, Michigan, included in research of then eight teenage parent model sites for Michigan.
4. 1986—Ford Foundation: Innovation in State and local Government National Awards Process. Two days on site Evaluation.
5. 1988—Case program: Harvard J.F.K. School of Government Two day on site evaluation.
6. 1991—Eva Ostrum, Master Thesis for Harvard Kennedy School; an evaluation of FLC program cost effectiveness.
7. 1991—a. State of Michigan Drop out Prevention Survey of all alternative programs in Michigan. Results pending; b. State Department of Education Departmental evaluation of the effectiveness of each component of the high school programs for teen parents. Results pending.
8. 1975-1991—Included in yearly budget audit for Leslie Public Schools

The above are evaluations of the education and budget components of the program. Below are listed evaluations for other components.

1. 1975-1991—Yearly/evaluation by State Health Department.

2. Every two years an inspection and program evaluation of the day care center, conducted by State Department of Social Service for license renewal

3. Every three years a complete audit and evaluation of the nutrition component of the day care center, conducted by State Departments of Agriculture and Education.

The director of the Family Learning Center reports directly to the Leslie High School principal for matters of curriculum and daily operation and to the superintendent of Leslie Public School for yearly budget and grant proposals.

When trying to coordinate and deliver Federal services to the school there are several layers of degrees of difficulties. Some difficulties are the fault of the home school. I dare say that the majority of rural districts have no one on their staff to track Federal programs that could be very beneficial to the districts. Also, community people and elected school board may not want to become attached to Federal monies from faraway Washington D.C. some mandated Federal programs, such as special education, are exactly what is needed and school districts welcome the financial assistance.

Other difficulties lie at the various state departments. I cannot speak to the issue of budget constraints or the changes in the Governor's office that bring new appointments to each state department. But rather, I will speak to the issues of process and accountability.

1. State Department of Education We have few problems coordinating services from this department. We are clear about the programs available to us. We know well in advance about the RFP1s for state and national monies.

We are also clear about state reporting and program accountability. We have well defined liaison people identified. Of course, we are subject to to legislative budget changes and to the change in departmental philosophy or direction, overall I am please with the State Department of Education.

2. State Department of Public Health I am pleased with the coordination of services from the State Health Department. A county public Health nurse is part of our staff. She takes care of W.I.C. and Medicaide applications. She monitors infant immunizations, prenatal visits and pregnancy outcomes, We seem to have good coordination of Federal programs.

3. State Department of Social Services Coordination as it relates to the Jobs Partnership Act is going well. We have excellent coordination with Neighborhood Youth Corp and Youth Development Corps. Coordination as it relates to identifying food stamp, housing, general assistance, ADC and Child Protective Services is also well defined.

However, we have a very large barrier as it relates to child care payments. This barrier has made it extreamly difficult to keep our day care center open this school year. And it is forcing an even bigger disparity between public and private day cares that accept low income children and those that do not.

As I understand it, there are four Federal funding categories for day care monies.

Title 20

1. Income eligible, low income families

2. Income disregard; for persons in school or training with beginning work.

Up until this year, 1990-91, all teenage parents could qualify for day care assistance because they were either income qualified or they were finishing high school. Once the teenager completed the Title 20 application and was approved, her child was placed on a computer listing with the State Department of Social Services. Our day care center was notified of Title 20 acceptance. We then kept daily infant—toddler—pre-school attendance records. At the end of two weeks we mailed the DSS forms to the State Department for payment of services. Title 20 paid $240.00 maximum per month, per child. I believe there was good accountability from the provider to the county and to the State.

When the Family Support Act was enacted the third and fourth threads of day care funding were added.

3. Transitional day care payments from education to the job for up to 1 year.

4. Regular Training, which includes completing high school and becoming job ready MOST Programs at the county levels.

Problems that impede the coordination of child care centers in schools or, if not in schools,then attached to teenage parent programs are:

A. Payment amounts have been drastically lowered. Instead of $240.00 month for an infant it is now $200.00. I believe it was the intent of the Federal Government to make $175.00 month for children 2½ to 6 yrs. and $200.00 month for infants the floor or lowest amount of funding. My State has choosen to make these amounts the ceiling.

B. The Payment Process has drastically changed. Instead of day care payments going directly to the licensed day care center or day home provider; it now goes in the form of a CCA check (Child Care Allotment Check) to the holder of the ADC case. (If a teen parent is not on ABC, day care payments continue to come from Title 20).

Problems: If the parenting teen is on ADC

1. The Family earning Center is providing day care services to the teenage parent.
2. The teenage parent needs the day care center because without it he/she could not consistently come to school.
3. The DSS mails a monthly check to the holder of the ABC grant but the holder of the grant is not the parent we provided services for. The vast majority of parenting teenagers are neither emancipated, live alone or hold their own ABC grants. Therefore these minor children have no control over how money that comes into their household is spent. We are now forced into the position of billing the grandparent.
4. Once DSS has approved child care payments to be sent to the ABC grant holder little else is required to receive that money. The school completes a periodic school verification form and also specifies when the school year is over. The day care center is not required to keep a daily/hourly day care attendance record. There are no computer sheets that are mailed to DSS that show the number of days the infant was at our center. So, the following happens: The child attends day care 10 days out of the month. The day care center bills the ABC holder for $100.00. DSS sends a $200.00 CCA check to the home monthly. The other $100.00 is kept with the family.

Or, an even worse dilemma for the school occurs. The day care center bills the ABC holder for child care services. The grandparent does not pay the child care bill. Social Services says that it is up to the school to collect for child care and that in this case the school should/could deny day care services to the teenager and go to small claims court to collect the day care debt. This defeats the whole purpose. The student can't come to school with out child care and she drops out.

Tax payer dollars would be better spent if the child care monies generated by the Family Support Act were directly vendored to the provider. I am confident that I can speak for all of Michigans' licensed day care centers that are attached to teenage parent programs and are in school settings. Please help us out before entire successful programs have to close.

Thank you,

TEENAGERS AND THEIR CHILDREN AT SCHOOL IN MICHIGAN

Leslie is a small town in rural Ingham County, about halfway between Detroit and Grand Rapids. Community leaders had long worried that so many youngsters were dropping out before they finished high school, but it wasn't until 1974 that Jean Ekins, an experienced teacher at the local high school, decided that something had to be done. With the blessing of Janice Chandler, the county's community education director, she began to plan. Having discovered that a high percentage of the students who left school did so because they were about to become mothers or fathers and that there were no services that might help these youngsters stay in school, prepare for productive employment, and become good parents, Ms. Ekins enlisted help from the state and county departments of education, public health, mental health, social services, and legal services. Together these agencies were able, in 1975, to establish an ambitious new program called the Family Learning Center (FLC).

More than a decade later, the center, still under Ms. Ekin's leadership, serves pregnant and parenting teens and their children from seven surrounding school districts. It provides day care to fifteen children-the youngest is a two-and-a-half-week-old infant and the oldest is ready to start school. It maintains a one to three staff-child ratio for the infants and a one to four ratio for the toddlers. The only licensed infant care facility in the county, it is located in two mobile units immediately adjacent to Leslie High School. New mothers, who can enroll at any time during the school year, are required to take four academic courses and to spend an hour a day at the center learning about child development and parenting skills -and a lot about their own infants.

The center provides transportation in minivans for both parents and children. It furnishes prenatal care, help in preparing for child-birth and parenthood, and family counseling. It sponsors a men's counseling group and intergenerational community workshops aimed at building a supportive environment for the teen parent. The center coordinates home visits by public health nurses and mental health counselors from state and local agencies.

Jean Ekins, who is responsible for keeping it all going, talks about how difficult it is for a youngster to learn to cope with the demands of parenthood and to stay in school at the same time. "At least we can put the services they need together for them, and we can help them overcome the isolation and rejection so often experienced by teen parents."

FLC has been able to document some remarkable results:

—In 1985,97 percent of its pregnant and parenting eighth- to eleventh-graders were staying in school, and 91 percent of the seniors graduated.

—Despite the high-risk status of the young women served by the center, their babies had a lower-than-average rate of perinatal problems: among the sixty babies born between 1982 and 1985, only four were born at low birthweight, one was premature, and one had a birth defect.

—Between 1982 and 1985, there were only two repeat pregnancies to single mothers.

—Teen parents were able to increase their grade point averages and showed improved attitudes and behavior, greater confidence in their abilities, and higher self-esteem.

The program sponsors believe it has also succeeded in improving the children's socialization and motor and verbal skills and significantly lowering the incidence of child abuse and neglect among the families served.

In recognition of its achievements, the Ford Foundation conferred one of its ten 1986 awards for outstanding innovations in public service on the Family Learning Center of the Leslie Public Schools.

For many teenagers, a day care opportunity that is connected to school and provides a cornucopia of supportive services can make an enormous difference. By facilitating the return to school, such programs allow teen parents an alternative to being at home alone with their babies, not studying or working, tempted to fill their lives with an additional child. The kind of comprehensive child care program provided in Leslie also furnishes the information, role models, and experiences which the teens might otherwise lack and which help them to function as responsible parents.

Mr. LITTLEFIELD. Thank you.

Now, what would be the most useful thing that the Federal Government could do in your judgment, in terms of if you were designing Federal support legislation, recognizing that we are not going to be able to provide the money for all the services that are necessary, what are the pieces that you'd want us to include in the legislation?

Ms. EKINS. There are several pieces. I'd like to briefly mention the pieces, and then could I go straight to an obstacle?

Mr. LITTLEFIELD. Absolutely.

Ms. EKINS. The pieces that need to be there are issues on turfism. This is an educational program. It is highly successful. It has a 16-year track record behind it, and it is very well-evaluated.

We are housed in a high school setting. I think we need to move in the direction that Senator Kennedy was speaking of this morning, and the panel members in the first part, and that is to allow agencies of social service and public health to come into the school setting because obviously the school setting, whether it is rural, suburban or urban, is the place where we will definitely be able to impact the people who need the services.

That also holds true for public health. I am not advocating that we jump to a program of putting school-based clinics in every high school in the Nation because I think that individual school districts need to decide on their own. Our particular district has decided that a clinic will be in very close proximity to the school in our small town, but not directly in the school. We do have a public health nursing staff on our program.

There are extreme difficulties in regards to having licensed day care centers inside a high school setting, and I would like to speak to that. The intent of Federal legislation for day care funding from the Federal Government I think is highly laudable. When it comes to disseminating those child care dollars within individual States, I would like to describe to you how those child care dollars come to us.

Up until this school year, teenage parents who enrolled their children in day care center, licensed day care centers or day care homes, their day care was paid for through Title XX. That day care stream of funding was very easy to track and it also had a great deal of accountability to it. We literally took attendance in the day care center, hourly and daily attendance. We turned that attendance in to the State department of social services. The State department of social services then paid our center directly only for the hours of child care we actually delivered.

This year, day care payments for teenage parents do not come through Title XX if in fact the teen parent is part of an ADC family. Now the grant-holder, whoever it is in a family who holds the ADC grant, will receive a child care allotment check. That check will come to them once a month, and in our State it is in the form of $200 a month.

However, we must all realize that in rural areas—and I daresay in suburban and urban areas—the majority of pregnant teenagers are 1) not emancipated, 2) are not living on their own, and 3) do not hold their own ADC grant. Therefore, when we go to bill for child care services, we in fact are billing the grandparent, but we have delivered the service to the pregnant teenager in our school building.

Another thread that runs through this difficulty is that in our State, as the gentleman talking about the programs in Massachusetts described, we have had drastic social service cutbacks. Seventeen percent cutbacks hit our ADC families in March. So if a child care allotment check comes in to a family head-of-household who has had a 17 percent decrease in his or her ADC payment, it is very logical to assume that the $200 CCA check would go to cover basic necessities of rent and utilities. Now the public schools are in the position of having to track what happens to the CCA checks. It is very uncomfortable.

Mr. Dooley, do you want to comment on that question—and let's bring Steven back here now, because the Senator is coming back.

Mr. **Dooley**. I think that the evaluation of what the legislation might put together has to deal with what is already available. We have heard that from several people this morning. I think just knowing what is there and how the other dollars are used—we have heard about the administrative costs and things like that—if research could be put to that particular level before the bill is written or presented, I think that would provide some additional insight.

Also, challenge grants, challenge funding to communities to get involved, because I think it has to be grassroots-oriented. I think it is always nice, as you stated, that there is a great opportunity to stimulate development, if there are models out there that can be written up and can be used and mirrored—not to say that everything is going to work in every community, but to use as a stimulating force so things can be done. I'm impressed with what I have heard here this morning; it is a great learning experience about what really is going on in the United States.

So I think those kinds of things, if researched properly, and just the awareness of the general public, are important so a lot of these things can be accomplished.

Mr. **Littlefield**. Are there conferences where people come and exchange ideas, or is there a network now of exchanging ideas that way we are doing here in this hearing?

Mr. **Dooley**. Within the YMCA there is, but I don't know about other agencies.

Mr. **Doherty**. When you work for a municipal government, you don't get to go very many places because the municipal government won't pay for it. I happen to have a board of directors that is fairly generous.

Mr. **Littlefield**. Senator, welcome back.

[Whereupon, Senator Kennedy resumed the chair.]

The **Chairman**. Thank you.

Mr. **Littlefield**. What we've done is we have had essentially the written testimony delivered orally by each of the panelists, and we have saved two special treats, Steven and Heather, who will open up the testimony now that you are back, and each of them will give their statements. They will be introduced by the people from their programs. Then each of the principals is prepared to make a very short summary statement of what they think we most want to hear from their programs, and then we've got a round of questions, and then I think we can conclude. It has been very, very informative and interesting so far.

The **Chairman**. Well, thank you very much, Nick Littlefield, for taking the testimony, and again I apologize to the witnesses. We had General Schwarzkopf at a special session of the House of Representatives. And since we had seven young servicemen who lost their lives in the Gulf from Massachusetts, I thought it was entirely appropriate that we honor the service men and women as well as the General on that particular occasion.

Ms. Ekins, would you introduce Heather Collins?

Ms. **Ekins**. Yes, I'd be glad to.

Heather Collins is a senior at the Family Learning Center. She lives within the Leslie High School district. She came to our program as a junior. Her son was born last August. Heather is on the honor roll. She has been accepted at Lansing Community College, and she has great hopes of becoming a paralegal. She does have a statement for you this morning.

The **Chairman**. Heather, we are delighted to have you and we look forward to hearing from you.

Ms. **Collins**. Thank you.

It is an honor to speak to you this morning about my experiences with the Family Learning Center. The Family Learning Center has made my dreams possible. When I found out that I was pregnant, I thought I would have to give up high school and college. Now I feel as if I wouldn't have been able to come this far without the Family Learning Center.

The Family Learning Center offers many things such as homebounds, day care, normal high school classes, transportation, parenting classes, and many more that helped me out. Parenting class helped me out the most because their main goal is to teach you before and after childbirth, Lamaze, keeping in shape, and much more helpful information. The objective in parenting is to teach you how to raise your child in the best way possible.

I feel that more teenage mothers should have parenting, and maybe then there would be less child abuse in the world today.

As for the Family Learning Center day care, it gives me a chance to watch Kyle grow while I'm getting my education. I know that Kyle is getting the best care possible while I am in class.

The students at the Family Learning Center share a bonding that you wouldn't expect in a regular high school. Everyone seems to enjoy the Family Learning Center, and so do I. I just wish that all pregnant teenagers had the Family Learning Center as a choice, as I had 18 months ago. Hopefully, with the help of your committee, this could be a wish come true.

Thank you.

The CHAIRMAN. Tell me, Heather, what do you think your condition would be if you didn't have the Family Learning Center to rely on?

Ms. COLLINS. I probably would hit quit school.

The CHAIRMAN. And Kyle probably wouldn't be as healthy, either, would he?

Ms. COLLINS. No.

The CHAIRMAN. How did you hear about the Family Learning Center?

Ms. COLLINS. A high school counselor told me about it.

The CHAIRMAN. And are there are number of other students as well who are in similar programs to yours?

Ms. COLLINS. Yes.

The CHAIRMAN. And do you find that it is useful and helpful?

Ms. COLLINS. Yes, I think it helps out all the students a lot.

The CHAIRMAN. And you hope to go on in school, to community college; is that right?

Ms. COLLINS. Yes.

The CHAIRMAN. What will happen then? Is the center just supporting you in high school, or will it support you at the community college as well?

Ms. COLLINS. Well, I'm hoping to see about getting day care for when I am in Lansing Community College, and sometimes ADC pays for that, but I'm not really sure yet; I have to check that out, but I'm hoping that it is possible.

The CHAIRMAN. What do you intend to study there?

Ms. COLLINS. Paralegal.

The CHAIRMAN. Good. That's very commendable. On your own behalf you just really deserve a lot of credit. I'm sure you'll be a real inspiration for a lot of other people.

Ms. COLLINS. Thank you.

The CHAIRMAN. Steven Tinsley, we are delighted to have you.

Mr. DOOLEY. I'd like to have the opportunity to introduce him if I can, Senator.

Two years ago at age 11, Steven Tinsley was headed for trouble, living with his mother in one of Kansas City's most violent, drug-infested housing projects. Steven attracted the attention of school officials through his failing grades, chronic behavior problems and frequent absences. A referral to the YouthNet program brought Steven and his mother in contact with an outreach worker of YouthNet, who got Steven involved in a variety of YouthNet activities and helped his mother find affordable housing outside the project.

With the help of YouthNet, Steven has turned his life around. He has a solid "B" average and has set his sights on college, and that's what we hope to accomplish through the YouthNet program.

Steven.

Mr. **Tinsley**. Thank you.

Good afternoon. My name is Steven Tinsley, and I am a student at King Middle School in Kansas City, and I am very excited to be here today.

I am a member of Linwood Downtown YMCA, and a participant in YouthNet programs. The YMCA is great. I have been on fishing trips, attended sleepovers at the Y with my friends, and have gone to the zoo in Topeka.

The YMCA took me to Lawrence, KA, where I got to see Kansas University Field House. After that visit, I decided I wanted to go to college.

The vice principal at my school thinks I will be a good engineer because I get A's and B's in my science and math classes. Before I joined YouthNet, I had F's in science and math classes.

Before I became in the YouthNet program, I lived in a bad environment. I saw people use and sell drugs, and I even saw people make sexual assaults in the hallways. Sometimes I was scared to go home. The staff at the YMCA worked with my mom to help us move to a better home.

One of the reasons I like the YMCA is because the staff likes me. And I think kids should join YouthNet because it is fun and exciting to be there; it is like a blindfold where you won't see criminal happenings. It is very fun.

Thank you.

The **Chairman**. Thank you very much, Steven.

Tell us a little about how you got involved in the program itself.

Mr. **Tinsley**. When I was in the 5th grade Mr. Jones, an outreach worker now, was my teacher, and he helped me get involved in YouthNet.

The **Chairman**. Do you think other young people could benefit like you benefited?

Mr. **Tinsley**. Yes.

The **Chairman**. Have you told some of your friends about the YouthNet program?

Mr. **Tinsley**. Yes. When I was living in the housing projects, I had four friends come along with me to the sleepovers and things.

The **Chairman**. And did any of them get into the program, too?

Mr. **Tinsley**. Yes.

The **Chairman**. And they enjoy it as well?

Mr. **Tinsley**. Yes.

The **Chairman**. So are you doing pretty well in math and science?

Mr. **Tinsley**. Yes.

The **Chairman**. That's great. Well, you deserve a lot of credit, as all those involved in the program do. Even if you have a good program there, it takes a lot of your own individual dedication to hang in there. I'm sure there are a lot of different temptations and so on. You deserve a lot of credit for what you've done. I'm sure a lot of young people will hear about your story and be inspired by what you've done for yourself. We certainly want to congratulate all those associated with the program, and thank you for being here.

Mr. **Tinsley**. Thank you.

The **Chairman**. OK. Ms. Ekins, do you want to start off with a brief summary?

Ms. **Ekins**. In very brief summary, I had described in your absence, Senator, the basic components of the Family Learning Center and also the evaluation process and funding process.

I would like to say that there are six basic components, and we have been asked by the Ford Foundation and the Kennedy School to put those components into a form that can be easily duplicated anywhere in the United States.

We have had several hundred referrals asking for duplication, and I think that is something that you had referred to earlier this morning about the ability to collaborate without having more administrative layers, and I think that our program can speak to that.

We also mentioned earlier any obstacles to the program, and in my opinion that rests at this time with child care and the inability to get services.

The **Chairman**. Thank you. Ms. Jehl.

Ms. **Jehl**. I'd like to just briefly summarize what I think would be helpful roles for the Federal Government.

First of all, interagency collaboration needs to be modelled at the Federal level. Currently, funding from different agencies comes with different restrictions, and that places local institutions at a disadvantage. We end up being like the families themselves, sort of carrying our stories from one agency to another, looking for somebody to help us patch together enough funding to help families and children.

Pooled funding from Federal agencies with pooled availability at the local level to make collaboration happen and serve parents is very important.

I think another helpful role for the Federal Government would be to develop realistic, holistic criteria to measure outcomes. I am concerned that when we talk about school-based services that someone is looking at this for a quick fix and a quick fix for test scores, and that someone is going to try to evaluate two or 3 years later on test scores.

What we are really talking about is changing outcomes for children and families, and these have to be broadly evaluated, and evaluated over a long-term. Collaboration is not going to happen overnight, and it is not a magic bullet; it is the kind of thing we really have to be able to follow over a period of several years, such as the program from the lady on my right.

The **Chairman**. Thank you very much.

Mr. Doherty, it's good to have you here.

Mr. **Doherty**. Thank you, Senator.

In my testimony, I cited three programs in the City of Boston—the Back to School program, City Roots, and Winners' Circle, and I have provided you with more information than you could ever possibly want on all three of those programs.

There are four points that I think I would make. First is finding a way to establish both cooperation and probably most importantly, trust, between the public school system and the human service agencies and youth service agencies in a given city or town. We have been working at it for 20 years within Boston community school, and I think our recent success in joint proposals that is bringing substantial money into the city at this point—well, not substantial, but some money into the city—I think is testimony to the fact that we have worked at it for 20 years, and we are becoming successful.

The reason for the success of the three programs that I have cited is the establishment within each program of a human service advocate, and that is a person who brokers service after having understood the individual circumstances of the individual kid that we're dealing with. Once you have a person who is dealing with that child in a way that makes sense for that particular circumstance—family circumstance, educational circumstance and neighborhood circumstance—then you can begin to get to the root of the individual youngster's problem.

I would not restrict myself under any circumstances in facility usage to strictly the schools. In fact, Community Schools is 38 facilities, only 22 of which are schools; the rest of them are in municipal buildings, recreation centers, and in one particular case, an old bath house, the L Street facility in South Boston.

One point that I made to Mr. Littlefield is that in terms of the legislation, I think it would be extraordinarily important to provide direct funding to either the cities and towns or the agencies themselves. I think if you are going to get to the root of the problems, you need to deal with the people who are dealing with the problems at the ground level.

The **Chairman**. Let me just go back a step. Where did you say the funding for the three programs is coming from now?

Mr. **Doherty**. The Back to School and City Roots programs are city operating dollars. Winners' Circle is a Federally funded program—I'll have to get you the exact location for that—but it is Federal dollars that come in to the public schools, with the Community Schools program as their partner, and we provide a "surround care" program for the kids.

The **Chairman**. The money that comes from the city, is that a separate fund, or is it part of the general——

Mr. **Doherty**. No; it is operating dollars out of the general fund. It is a $2 million program that the mayor established called the "Alternative Education Initiative". We have eight sites for City Roots, four sites for Back to School, but there are 11 nonprofit agencies that are also funded through those city operating dollars to provide GED programs.

The **Chairman**. Thank you.

Mr. Dooley.

Mr. **Dooley**. While YouthNet is still "work in progress", based on 3 years' experience with YouthNet, several lessons emerge, and I'd like to cite those again.

First, collaboration can yield major gains through integration of effort, sharing of expertise, families, training and administrative costs, and joint fundraising. Successful collaboration takes commitment, time, careful planning and resources.

The second thing is that serving a high-risk population who, almost by definition, are disconnected from traditional service systems, it is indispensable to have aggressive outreach, a specially trained staff establishing long-term relationships with and brokering for youth and their families.

And finally, effectively integrating prevention and intervention services is essential to serving the high-risk youth and their families.

I think some of the barriers that I would like to leave with you as a comment from our group include a commitment of major agencies in the local areas in understanding the importance; education and awareness of existing programs by participating agencies; there is lack of coordinated funding, as we have heard, and categorical funding for specific programs, and we need to have impact of collaboration of organizational agencies and their missions.

Recommendations, I would say make sure that prevention services are a priority. Don't just target at-risk youth; in our feeling, all kids are at risk. And don't mandate lead agencies; let communities decide.

Thank you.

The **Chairman**. Mr. Smith, is there anything you'd like to add?

Mr. **Smith**. No. I think it's all been said in our testimony and the materials.

As chairman of the group of agencies in Kansas City who operate the YouthNet program, I would say it has been an arduous task for 3 years to manage a YMCA—actually, two YMCAs—and then have the administration of this YouthNet program report to me. So the time that is required of professionals in the field—because there is no such thing as an agency designed to do collaboration; that's another whole role, and that takes time.

The **Chairman**. All of you have stressed the point of flexibility in communities within cities, within programs, and that we not establish another bureaucracy. And that is obviously our purpose. But how do we judge outcomes? How are we going to do the evaluation? If we move toward reducing these restrictions or inhibitions in terms of successful collaboration, how are we going to be able to measure outcomes, and how are we going to get some degree of accountability?

One of the things this committee is looking at is what has happened in the student loan program when these fly-by-night operations came in and bilked the taxpayers and misled the young people in terms of getting an education—and there are only 5,000 of those. We are facing the same kind of thing with the 25,000 private entities in the elementary and secondary education area if we start in the school choice issue.

So how are we going to make sure that we have a real feel for the outcomes of these programs, and how should we measure them?

Ms. Ekins. Since the primary thrust of our program is dealing with pregnant and parenting teenagers, we as I said before track two ways, two outcomes. One is the high school graduation and dropout rate, and the other is the repeat pregnancy rate, and we very well define what the goals are. I think that would have to be in each of these programs.

The Chairman. Good. Ms. Jehl.

Ms. Jehl. I think we need to measure outcomes broadly. That includes looking—particularly because we think a family focus is important—looking at outcomes that are really developing self-sufficiency for families. We are looking at numbers of families who have at least some member part-time employed as an outcome that we are looking at. We need to look at outcomes for children in several areas—certainly, as I said, beyond test scores—long-term rates, if we are beginning at a prevention level, of how many children do successfully complete school and stay in school. That will require an evaluation that goes on for quite a while.

We need to look at health outcomes for children; are attendance rates improved. There need to be a broad range of outcomes to measure over a long period of time.

The prototype program for Head Start did now show statistically significant outcomes for several years, but the long-term evaluation shows that those children are doing much, much better than their counterparts who are not in early childhood education.

Mr. Doherty. If I got the question correctly, Senator, I think one of the ways to judge whether the outcome would work would be if you are aiming toward the establishment of open levels of communication and consortia between private nonprofit agencies and in some cases city governments, in some cases the city government is separated from the school department, as it is from the City of Boston. If you can establish legislation which makes it comfortable at some levels to create those kinds of consortia where you have private nonprofits and the public agencies talking to each other, not just talking, but planning, so that you are getting to the root of the problems that the kids on the streets are facing, then you potentially are beginning to get to the issues that we are dealing with.

Mr. Smith. I agree. I think communities have to establish common agendas and to first understand what they are trying to achieve and agree on that and then set out to do that, knowing that it is going to be a long-term venture. I think Steven represents the majority of young people who with minimal and consistent intervention can make positive changes. I think all the data is out there; it's just a matter of giving it the time to work and understanding what we're trying to achieve.

The Chairman. It has been mentioned earlier that we free up requirements on certain funding streams in order to allow for a more holistic approach to program development. Do you think we can increase the flexibility and still have accountability?

Ms. Jehl. I think so, especially because we need to focus on schools where there is a large population in need. The EPDST, Early Prevention, Detection, Screening and Treatment program, through Health and Human Services, provides health services for some children, in some cases up to 200 percent of poverty. We have no way to measure which children meet that 200 percent of poverty criterion, but in a school like the one I described, those services need to be available to all children. It is really being able to provide it across a community in need without needless restrictions on eligibility.

The CHAIRMAN. It sounds like national health insurance to me.

All right. I want to thank all of you very, very much for joining us here this morning. We'd like you to review the legislation, and we'd like to be able to keep in touch with you and welcome very much your suggestions and recommendations. I think this has been very useful and helpful to us in trying to figure out how we can be constructive and productive, and what our role is in terms of encouraging these efforts, which clearly have had and are having an important impact in terms of children and teenagers and others in our society. So we are very grateful to all of you who really have been leaders in this effort for some period of time. We are finally catching up with you, and we want to see if we can share the benefits of your own experiences with our fellow citizens.

So we want to thank you all very much.

The committee stands in recess.

[Whereupon, at 12:35 p.m., the committee was adjourned.]

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